

Neighborhood Revitalization Seminar Series  
Final Report

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**Center for Urban and Regional Affairs  
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## **Acknowledgments**

We gratefully acknowledge the McKnight Foundation grant to support the seminar series and for the opportunity to reflect on the goals and assumptions underlying the Minneapolis Neighborhood Revitalization Program (NRP).

Special thanks are extended to Dr. Harry Boyte of Project Public Life at the Hubert H. Humphrey Institute of Public Affairs, to Gus Newport of the Dudley Street Initiative and to staff members of the five government agencies participating in the NRP. We thank them for their contributions and insights.

We thank seminar participants for their contributions. This report is primarily a summation of their insights and reflections. However, any shortcomings are the responsibility of the facilitator.

Finally, we acknowledge the leadership and inspiration of the late Earl Craig in the initiation and early seminar sessions. His presence is sorely missed.

## **Table of contents**

	<b><u>Page</u></b>
Background and purpose	2
Schedule	2
List of participants	3
Process	4
Results	5
Appendices	11
A. Minutes	
B. NRP overview	
C. Matrix	
D. Neighborhood suggestions	

## Background

In 1991, the McKnight Foundation provided a grant to the Hubert H. Humphrey Institute to run a series of seminars on neighborhood revitalization during the academic year 1991-92. The purpose of the seminars were to provide a forum for participants to exchange information and insights on emerging lessons from the Minneapolis experience with neighborhood revitalization and public service redesign connected with the Twenty Year Revitalization Plan, identified as the Neighborhood Revitalization Program (NRP). Seminars were to provide a forum and act as a catalyst for promoting reflection on the broader issues, principles and assumptions involved in this program.

The seminar participants consisted of individuals from three areas: academia, those involved in the NRP and community leaders. Flexible topics for the seminar focused on the dual themes of neighborhood revitalization and public service delivery/redesign.

The purpose of this report is to:

-- To summarize the findings from the above described seminars focused on the design and implementation of the NRP in Minneapolis.

--Offer our collective input on the critical issues facing the city, the NRP, and how these might be addressed as the program moves ahead.

## Schedule

<u>Date</u>	<u>Topic</u>
10/1	The NRP and the assumptions for its design -- Earl Craig, NRP
12/3	What we know about how neighborhoods work -- Harry Boyte, director, Project Public Life, and Gus Newport, Dudley St. Project
1/14	Changing the government culture -- Canceled in respect for Earl Craig, found dead January 14, 1991
3/10	Changing the government culture
4/14	Capacity, role of the NRP in planning, integration of goals, allocating the money
5/19	Lessons learned

## **Neighborhood Revitalization Seminar participants**

### **Academic participants**

Babak Armajani	Humphrey Institute
Tom Dewar	Humphrey Institute
Joe Galaskiewicz	University of Minnesota, sociology professor
Leah Harvey	Metropolitan State University, liberal arts department
Tom Scott	University of Minnesota, Center for Urban and Regional Affairs, political science professor

### **People involved directly with NRP**

Joyce Chisholm	Minneapolis School District
Earl Craig	NRP
Jack Whitehurst	NRP
Joe Horan	NRP
Phil Eckhert	Hennepin County
Laura King	Department of Revenue
Kris Nelson	Whittier Alliance
Matthew Ramadan	Northside Residents Redevelopment Council

### **Reflective citizens**

Bryan Barry	Wilder Foundation
Caren Dewar Saxton	Seward Redesign
Dick Heath	Emeritus, Minneapolis Planning Department
George Latimer	Hamline Law School, dean
Ron McKinley	Minnesota Minority Education Partnership

## Neighborhood Revitalization Seminar series process

We began the seminar series with an introduction to the Neighborhood Revitalization Program (NRP). Earl Craig gave a presentation on the history and goals of the NRP. The seminar participants used the remainder of the first session to increase their understanding of the NRP program and began to identify discussion points.

Harry Boyte, director of Project Public Life, and Gus Newport, director of the Dudley Street Initiative in Boston, Mass., acted as resource people for the second session that centered on what we know and don't know about how neighborhoods work. Boyte and Newport presented lessons from their experience, after which the seminar participants discussed the implications of these lessons for the NRP process.

We canceled the third seminar due to the death of Earl Craig, NRP director and seminar participant. Police found his body on the day the seminar was scheduled. Craig played a vital role in the seminar discussions, and participants felt his loss during the remaining seminars.

David Fisher of the Minneapolis Park Board, Dr. Robert Ferrera, Minneapolis schools superintendent, Amy Ryan of the Minneapolis Public Library, Kevin Kenny of the Hennepin County Bureau of Social Services and Kuttu Kannankutty of the Minneapolis Department of Public Works represented the five jurisdictions involved in the NRP process at the rescheduled third seminar. Each gave a short presentation, answered questions posed by seminar participants and actively participated in the discussion.

The fourth seminar focused on innovation and change within agencies and opportunities and barriers to that change.

We let seminar participants structure the fifth seminar. They selected Kris Nelson of the Whittier Alliance, Matthew Ramadan of the Northside Residents Redevelopment Council and Jack Whitehurst and Joe Horan of the NRP to structure the discussion. This group identified four topics critical to the NRP process: capacity building, planning, integration of goals and allocation of funds. Each person led one of the discussion areas. Seminar participants then planned the final session during the last half-hour of session five. They planned the session so they could capture the learning that occurred and pass that learning on to NRP staff and its policy board and the McKnight Foundation. Seminar participants and representatives from neighborhoods currently selected in the NRP process were asked the following question:

**From what you have learned to date, what one or two suggestions do you have for enhancing or improving the NRP process?** Answers were collected before the final seminar and sent back to the participants for reflection.

During the sixth session, participants performed a strengths, weaknesses, opportunities and threats (or SWOT) analysis of the NRP process. They also discussed suggestions for enhancing or improving the NRP process.

## **Results of the Neighborhood Revitalization Seminar Series**

The committees that planned the NRP structured the process to achieve four results:

- build neighborhood capacity
- change the relationships with governmental agencies
- initiate collaboration between the jurisdictions involved
- develop a sense of place for those living in the neighborhoods.

Seminar participants discussed topics related to these issues along with general expectations of the NRP process and fund allocation difficulties.

### **Building neighborhood capacity**

Issues addressed here include: inclusiveness, community organizing and sharing capacity. The NRP planning process requires neighborhoods to run workshops through which they solicit involvement from all neighborhood residents and interests. The seminar participants agreed with the inclusiveness requirement, but questioned whose values the process highlighted.

**Most neighborhoods struggle with the inclusiveness issue.** The seminar participants offered the following insights on the problem. The NRP process inclusiveness requirement mandates neighborhoods to attempt to involve everyone. This requirement may lack a model for neighborhoods to draw from. Our society's system counts the opinions of those who show up on a particular day to vote. One participant views models for including disenfranchised populations as academic rather than practical. Neighborhoods need practical assistance in increasing the inclusiveness of their organizations. NRP inclusiveness also looks at opportunities given, not results. If inclusiveness is an objective, the focus should be on the results, not process. Furthermore, inclusiveness is more than "I will know it when I see it." The NRP needs to define inclusiveness in terms of results that neighborhoods can strive to achieve.

**In terms of community organizing, participants found that organizers do not organize a neighborhood; its people and leaders do.** Lessons presented from other community organizations included:

- developing the practice of listening
- increasing attention to values
- developing a powerful visionary sense
- including a political mix in organizing
- focusing on leadership development and citizen education.

Participants also thought task orientation prevented successful, long term community organizing. Participants urged the NRP to continue their willingness to support community based values that differed from their own or agency values. Seminar participants thought acceptance of community priorities and differing values would result in the program's success.

The NRP process builds the capacity and organizing ability of neighborhoods. In particular, it develops agency-neighborhood relationships and changes neighborhood perception of capacity from funding to energizing people.

**However, seminar participants felt that the NRP could provide capacity building beyond the process.** They identified a need for neighborhoods to share learning and capacity. They also thought that the NRP process must address neighborhood territoriality by increasing the understanding of interdependence and how

policies affect neighborhoods as a whole. Seminar participants suggested either the NRP or another organization could bring neighborhood people together for this purpose. One participant identified the danger of the NRP becoming a "cookie cutter" process, with neighborhoods only including what worked for others in their plans.

The small NRP staff is a major barrier to increasing neighborhood capacity outside the NRP workshop process. Seminar participants thought more staff people for neighborhood organizing, capacity building and shared learning is warranted.

### **Changing the relationship with government agencies**

Issues around changing the relationships centered on the planning process covering: citywide goals, planning process observations, bringing issues to the table and earlier agency involvement, as well as necessary political commitment.

Traditionally, the city structured neighborhood revitalization to complement overall city-wide goals. However, the committees that planned the NRP thought that citywide goals and policies were too normative and abstract to deal with urgent neighborhood needs. In addition, they believed that citywide goals would put limits on neighborhood priorities and visions. The issue of low-income housing provides an example. Conflict between citywide goals and commitment to neighborhood priorities in a "bottom-up" process is apparent. For example, not all neighborhoods would choose to make low-income housing a priority. In the extreme, if the NRP required all neighborhoods to incorporate more low-income housing into their plans, this would require neighborhoods with an already large supply of low-income housing to make increasing that supply a priority.

**Citywide goals formed by neighborhoods in recognition of interdependence could potentially assist neighborhoods in the planning process.** Seminar participants disagreed on the need and usefulness of citywide goals. On one hand, they saw the lack of such goals potentially leading to 81 independent, conflicting plans. On the other hand, participants thought that, as a strategic planning process, the NRP could bring neighborhoods together to discover interdependencies and integrate goals. This aspect of the program structure needs to be worked out.

**Seminar participants prescribed a proactive role for the NRP staff in managing the workshop process.** They should assist neighborhoods not only in planning, but in working together. However, they encouraged staff to remain neutral to plan content. The staff's facilitation role could be expanded.

**One participant envisioned cumulative effects from neighborhoods plans changing the political environment.** Some ideas will spin off and no longer be controlled by the neighborhoods, due to the formation of citywide interest groups forming around issues.

**Some participants identified the NRP as a political rather than planning process.** As a result, they saw the necessity for the neighborhoods to enter the political so their priorities could be realized. The fact that the NRP process does not incorporate the political process into the program potentially limits its accomplishments.

**Seminar participants identified the inclusion of neighborhood concerns in city planning as one benefit of the NRP process.** The NRP process brings neighborhood concerns to the table and gives them greater weight than citywide concerns. The conversations themselves foster institutional change. For example, before the NRP process, open discussions on the role neighborhood schools play in revitalizing



neighborhoods did not occur. Now even though the school district and neighborhoods do not agree on what that role should be, the discussion is taking place. This is the beginning of institutional change.

The NRP ensures agency inclusion in the planning process. Seminar participants disagreed on whether agency participation from the start was necessary to ensure agency adoption of a neighborhood's priorities. Some participants thought agency participation in the visioning process would limit the vision of neighborhoods to current agency perceptions of what was possible and that agency input was best left for the negotiating component of the NRP process. Others thought bureaucrats could envision an alternate reality not bound by the current structure and that they should be included from the start. Still others thought the right time agency input varied neighborhood by neighborhood. Several agency representatives said they preferred to be involved from the start to increase agency understanding of neighborhood priorities and the rationale behind them.

### **Collaboration**

Beyond adjusting the planning process, political and agency collaboration is necessary to change the way Minneapolis delivers neighborhood revitalization services.

Seminar participants identified lack of ongoing political commitment to the NRP as a potentially fatal flaw. The NRP process must create a political substitute for delivery of programs and money to communities. The NRP process requires the support and collaboration of elected officials, for they must create budget and promotion incentives that induce agencies to adopt neighborhood priorities as agency priorities.

Politicians must also apply new criteria relevant to the NRP process to judge agency performance. The political leadership continues to apply former citywide-based standards to agencies' work. Neighborhood priorities have not yet been linked to the budget process.

Political commitment is necessary for agency collaboration to occur. Agency staff's working relationships with neighborhood are necessary but not sufficient to achieving NRP process goals. NRP success depends on the collaboration of the agencies in the five jurisdictions involved in the process.

The seminar series identified both opportunities and barriers to this needed collaboration, while recognizing the danger of stereotyping jurisdiction reaction.

Opportunities include agencies' willingness to increase citizen involvement, openness to the restructuring of services, ability to respond to neighborhood needs in terms of service delivery, support at the line staff level and responsiveness to thinking differently about neighborhood revitalization issues. However, the seminar revealed far more barriers to the collaboration among jurisdictions and with neighborhoods.

-- The service areas of jurisdictions differ between agencies and with neighborhood boundaries. This results in confusion regarding the incorporation of several different neighborhoods' priorities coming in different time frames within a service area. Agencies also question why community-based services must be changed to neighborhood-based services.

-- The NRP remains outside the budget process. Agencies are willing to work with neighborhoods outside the budget process and incorporate that work into their budget, as much as anything outside the process can be incorporated. However, NRP planners envisioned neighborhood priorities percolating up through the budget process,

not coming in from outside. Agencies' locating NRP priorities outside the budget process decreases their incorporation into agency priorities.

-- **Agencies find it difficult to replace current priorities with neighborhood priorities.** They display reluctance to change policy or goals, leaning more toward alteration rather than elimination or creation of policy. Part of this reluctance comes from the lack of overt political support for the NRP process. Another explanation lies in the perceived conflict between neighborhood priorities and the general customer of their service needs. In addition, some agencies define equity in terms of an equal ratio of resource allocation. For example, each neighborhood should receive 1/81 of an agency's resources. This decreases agency flexibility to adopt neighborhood priorities which require less or more than their allocated share of resources. Seminar participants felt that the resolution of conflicting priorities requires both agency and neighborhood flexibility.

-- **Some agencies assume that decreasing resources mean no new programs or bricks-and-mortar solutions.** They cannot envision new ways of providing service, resulting in more for less.

-- **Current state and federal centralization works against the decentralization of the NRP process.** This is particularly true for Hennepin County and has its roots in the lack of trust between elected officials and agencies.

-- **Public and political expectations are based on old standards of service.** For example, an agency is judged on whether it satisfies citywide goals and special requests of elected officials, not neighborhood priorities. These criteria by which political leaders judge agencies must change to reflect the NRP process in order to facilitate agency response.

-- **Collaboration involves the sharing of power.** The NRP offers no substitute or incentive for agencies to share their power.

### **Sense of place**

One participant equates the NRP goal of developing a sense of place with bringing Minneapolis back to a village concept. However for this to occur, citywide goals must be relevant to neighborhood needs.

### **Expectations**

Expectations of the NRP vary from solving problems to revitalizing neighborhoods to saving the city. Seminar participants identified a need to manage and reconcile the differing NRP expectations.

### **Fund allocations**

**Twenty million dollars a year will not revitalize Minneapolis' 81 neighborhoods.** Many people see the NRP as another money pot, when in fact the expectation is that most funding for NRP initiatives will come from existing resources of the five jurisdictions. A conflict arises between the pressure of quick results versus the slower, larger results the program hopes to foster through the building of collaboration. Due to the lack of a substitute for immediate, visible results, political leaders are impatient to spend money. An easily accessible fund tempts agencies to turn to the NRP for funding neighborhood priorities rather than tapping their own resources.

**Seminar participants disagreed on whether there was or would be any more money available for funding neighborhood revitalization.** Some saw the ability for

people to leverage more funding from the government in general and the agencies involved in the NRP process. Others saw the absence of "new" money as an important component of the NRP program and the motivation for collaboration.

During the final session, seminar participants performed a SWOT (strengths, weaknesses, opportunities and threats) analysis on the NRP program and identified the following insights which they wish to pass on to NRP staff and its policy board and to the McKnight Foundation. Please see the attached table summarizing the results.

### **Selected suggestions**

We are somewhat hesitant to offer strong recommendations for adjusting the NRP process on the basis of our internal discussions and completion of only one plan, the Whittier plan. However, we offer the following suggestions:

**1) Involve public agencies' representatives earlier in the process.** A neighborhood develops its plan in isolation and awaits review and comment from the affected governmental units. An opportunity to communicate with service providers as the plan is developed could help providers discover new ways to facilitate innovation and adaption to neighborhood priorities. Earlier involvement also promotes a cooperative rather than confrontational relationship.

Agencies are not sure how extensive their involvement should be or how they should respond to identified neighborhood needs. NRP staff could clarify these expectations and help neighborhoods assess advantages and disadvantages of earlier involvement. NRP staff also must secure cooperation from department heads on benefits of earlier contacts.

Neighborhoods need more opportunities to inform agencies on the mix of services they need and how those services could be delivered.

**2) Develop mechanisms to fine tune the NRP process and its organizational structure.** The NRP is an experiment, or series of experiments, to involve neighborhoods in delivering public services tailored to the needs and preferences of small geographical areas. Because it is an experiment, a great deal of ambiguity exists in how the different players are to interact with each other. The ambiguity was deliberately planned, but one participant observed "it is hard to fine tune ambiguity." The NRP process is flexible, but lacks change mechanisms.

The appointment of a new director and hiring additional staff provide opportunities for process changes. However, these changes will require approval of the five jurisdictions collaborating in this experiment. The ambitious Whittier plan may have pushed the boundaries of the NRP and put the policy board through basic training! The NRP clearly needs more staff to coordinate an ever-increasing number of neighborhood planning efforts. There are now fifteen planning initiatives with an additional nine approvals for this summer.

**3) Create a process for addressing cross-neighborhood equity and for establishing priorities.** The NRP is about the city and other governmental units tailoring services to neighborhoods. Each of the 81 plans will come to the policy board at different times, requesting various levels of spending or adjustment of service delivery systems. The turnaround time for review and approval of requested action is restricted to between sixty and ninety days.

Each factor creates difficulties in terms of agency response and equitable resource allocation. The implementation committee will, in effect, be setting priorities, but without a strategic vision of how the pieces may fit together. The five jurisdictions could engage in a shared strategic planning effort to articulate a vision and a framework for integrating individual neighborhood priorities.

Since each jurisdiction has a separate budgetary authority, each is relatively insulated from making hard choices. No choice is required between a library or a park, only levels of library and park services. It was noted that this may be bad government but generally results in better services. This situation, however, provides few incentives to collaborate.

**4) Create an internal monitoring and evaluation component to the NRP, focusing on the opportunities and barriers for implementing neighborhood plans.** NRP staff are probably the best equipped to share information on where implementation is moving along well and to actively reinforce those successes. Where barriers are preventing or stalling implementation, they could summon the influence necessary to remove them or to institute ways to adjust the plans. The policy board is also in a position to direct agency staff to provide opportunities for early implementation of low-cost, but highly visible components of the plan, e.g. street sweeping, landscaping, removal of blighting influences and block organizations.

**5) Develop a way to share values and priorities between neighborhoods.** As the NRP gains experience and more neighborhoods complete their plans, it would be desirable for neighborhoods to work collaboratively. At the moment, there is some ambivalence in the neighborhoods being brought together, with suspicion of hidden agendas.

**6) Facilitate the political role of neighborhood leaders into the mainstream processes.** Service providers, advocacy groups and neighborhood organizations must become directly involved in local political action. A greater political presence at all levels of local government has to be part of the NRP accomplishments.

**7) Use early plan review and implementation decisions to clarify expectations of various partners in this program.** The ambiguity in how agencies are expected to respond to neighborhood priorities will be replaced with specifics as early plans are approved. These decisions will create precedent, and so the context of decisions should be shared in order to learn from the incremental decisions. We recognize that the program was established to learn from the process and the funding allocations and service adjustment components are vitally important.

## **Appendix A: Meeting minutes**

### **Summary of 10/1 minutes**

NRP's goal is to save the city. The best place to locate that process is in the neighborhoods. The four subgoals are:

- Build neighborhood capacity
- Change public services delivery
- Collaborate with jurisdictions involved
- Develop a sense of place

Discussion topics identified by the seminar participants:

#### **I. Inclusiveness issue**

- an issue for all neighborhoods, not only the low income
- are we asking for something for which there is no model, our system is who gets the most votes on a given day, not an attempt to consult everyone
- attention to the opportunity given, not the results
- it is more than "I know it when I see it"
- need to use new models to achieve inclusiveness

#### **II. Collaboration between and within the bureaucracies**

- change the government culture to achieve this
- when people's salaries and promotion depend on collaboration, then it will happen
- collaboration means giving away power; NRP offers no substitutes

##### **A. Collaboration of Elected Officials**

- create a political substitute for elected official to gain their collaboration, something visible other than the delivery of programs

##### **B. Collaboration of Jurisdictions**

- among the five jurisdictions, not all have bought into the goals

- \* Hennepin County
- \* Minneapolis Park Board
- \* Minneapolis Public Library Board
- \* City of Minneapolis
- \* Minneapolis Public Schools

- NRP has not been tested in any of the jurisdictions
- danger of stereotyping jurisdiction reaction and neighborhood reaction
- fatal flaw may be bureaucratic response to the NRP

#### **III. Not another pot of money issue**

- twenty million are the last dollars
- majority of the funding is existing resources of five jurisdictions
- how to deal with programmatic reality of quick results

#### **IV. How can 81 plans equal what is good for the city**

## Minutes of the Neighborhood Revitalization Seminar 10/1

Seminar facilitator Barbara Lukermann introduced participants and reviewed the seminar's purpose. The purpose is not to evaluate the Minneapolis NRP. Susan Fainstein of Rutgers University is performing a multiyear program evaluation. Rather, the seminars are to use the Minneapolis NRP as a jumping off point or conceptual framework for an analysis of the assumptions involved in neighborhood revitalization and public service delivery. The McKnight Foundation's objective is to give people in the trenches an opportunity to reflect on what they are doing, on what is being done to them and to give academics a taste of the political realities involved.

Lukermann introduced Earl Craig, seminar participant and resource person for the first session. Craig is the NRP's director, with Oct. 1 his first anniversary in the job. He suggested two additions to the bibliography, *Habits of the Heart: Individualism and Commitment in American Life* and *The Good Society*, both by Robert Bellah.

Craig gave a brief history of the NRP process. The NRP came out of two major concerns of the city -- Gary Syndrome and White Flight. In other words, fear of the city's inability to address the number and severity of physical, social and economic problems combined with loss of the middle class.

In 1988 the Housing and Development Committee issued a report that asserted the need for eighty million dollars in new money over the next 25 years to address the city's physical deterioration. The report also recognized that physical deterioration was only a small part of the problem. The Technical Advisory and Citizen committees were formed and created the NRP. Over the past year their vision turned into a program. To date, nine neighborhoods, chosen by lottery, are participating in the program.

Craig sees the goal as not to revitalize neighborhoods, but rather to save the city. The best place to locate that process is in the neighborhoods. The neighborhoods contribute to the process by including adequate representation in workshops that identify the major issues facing the neighborhood. Then the group forms an action plan that they hope is a strategic document not a shopping list.

The NRP has four major goals.

- to build neighborhood capacity. This is necessary because we live in a time of less money. The city must turn to its greatest resource, people.

- to change delivery of public services at the local level.

This requires recognizing the need to be more reflective due to a decrease in monetary resource, decentralized planning with integration of services and public servants working with people and neighborhoods.

- more formal collaborating within the public sector, for example within the five jurisdictions involved in providing services to the people of Minneapolis

- developing a sense of place, citizens who feel they are a part of an area and turning Minneapolis into a collection of villages.

It will be difficult to measure progress toward these goals.

Craig then opened the seminar to discussion on the NRP.

Participant: Are these goals shared by the other stakeholders?

Response: No, all have not bought into these goals.

Participant: What is the reluctance to accept the goals?

Response: I don't know if there is a reluctance, perhaps there has not been enough information or talk generated about the plan. Also it doesn't fit the way people usually think about delivery of services and neighborhood revitalization. On the other hand, some just don't agree. The \$20 million acts as an incentive but the danger and problem we are facing is that it becomes the focus, another pot of money to claim a portion of. For example, the Jordan neighborhood has submitted a series of 10 to 12 questions that all ask in a variety of ways "How much of the twenty million are we guaranteed?"

Craig reminded us the twenty million dollars are last dollars to be used when other funds are not forthcoming. Also, \$20 million is not much money for 81 neighborhoods over twenty years. The majority of plan funding is found in existing resources of the jurisdictions involved.

Participant: Expand more on the concept of "place."

Response: It is in contrast to the current situation of people not identifying with anything.

Participant: Would a measure of NRP success be increased identification with the neighborhoods?

Response: Yes, when people identify with the area they live in they try to make it better.

Participant: I have worked with co-ops and the assumption was co-ops equal increased levels of caring equal better housing. However, people don't necessarily want to be involved. In addition the people most able to affect the place they live need it the least. It's difficult to get low-income people to lead.

Response: I don't agree. It is true that people want to be safe and not all wish to be involved. However, the culture of involvement is there. The issue is not how to get people to attend meetings. It is how to get them doing things. People will do things for their neighborhoods when it translates into benefits for themselves. The challenge is to transfer early meeting involvement to doing. Very few of us live publicly in terms of a city. Most people live in smaller locations. The Whittier experience has been that when they hold meetings in co-ops/apartments, renters want the same things for the neighborhood as homeowners.

Participant: I think you are asking people to step out of their own sense of place and adopt yours/the city's.

Response: The assumption in Phillips is that if you ask a poverty-stricken woman with an alcoholic son to come to a meeting on the future of the neighborhood, she won't come. However, if you ask her to come to a meeting on neighborhood alcoholic sons then she might. This is what NRP is trying to get at.

Participant: Is non-meeting involvement the hook?

Response: Most people don't want meeting after meeting. This includes everyone, not only the poor. Take as an example the Bryant neighborhood. This is an older, middle-class neighborhood that experiences fringe difficulties. They are struggling with an organization challenge, a "getting people to come to meetings challenge".

Participant: The planning of the NRP contained discussions on the quick fix versus a more long-term solution.

Participant: A programmatic reality is that everyone wants quick results.

Participant: When the NRP was planned, there was not a lot of community organizing dogma involved. It was assumed that problems would differ, neighborhood to neighborhood, and the ways of working them out would be different. It was an anarchic solution.

Participant: Place affiliation, caring and place security are attributes associated with good neighborhoods. When you have no place security and a troubled neighborhood, people will want to get involved due to the higher payoffs involved.

Response: Involvement is difficult in both types of neighborhoods.

Participant: I'm aghast at the language of the three categories of neighborhoods.

Response: The categories are a selection device only. They make sure all types of neighborhoods are involved. It's a political ownership device.

Participant: Is the admittance to being a certain type of neighborhood a device --"I'm a blighted neighborhood" the first step to recovery?

Participant: There was an attempt the rename the categories.

Participant: In the planning process there were six categories that got condensed down to three. The three names were taken from an old city plan. It is right to be uneasy about this due to dangers of stereotyping and categorizing. The effort was to target all neighborhood types. Geographic delivery of service has always been a component of city services.

Participant: Is it an organization issue, selection devise or NRP practice guide?

Response: Just a selection devise, neighborhoods self-identify and have about an equal chance of selection no matter which identification they choose.

Participant: Have any inappropriately named themselves?

Response: Not really.

Participant: On the representation issue, a small percentage of the population in every neighborhood participates in the process. The NRP needs to pay attention to the opportunities open to residents for participation.

Response: Inclusiveness is more than "I'll know it when I see it." At a discussion with the City Council I brought up the issue in terms of: What if a good plan is submitted but we question inclusiveness, do we send it back. And the president said a really good one?

Participant: This was included due to a distrust of the same old seven and one-half community activists setting the action plans.

Participant: How do you force 22 and one-half to participate?

Response: That's the interesting question.

Participant: How do you convince the others they are necessary? Especially when there is a history of disincentives for a large number of people. Reeducation is the key.

Participant: Brought up the fear of selection his organization faced due to inclusiveness requirement. His neighborhood has a hard time including Southeast Asians in the process. Without them, it's hard to think collectively of what will enhance the whole neighborhood. He is relieved other neighborhoods get to work the bugs out of the program.

Participant: We can't use old models of getting involvement. It requires creativity, thinking/doing things differently and going to the people.

Participant: There is a Jeffersonian aspect to this whole thing. The issue of involvement is central. City models replicated to the neighborhood level will result in the production of the same thing. It's not the only model. Example of Dakota County: They have a social services voucher pilot program where they empower the citizens to vote with actions and dollars to decide the combination of services they want. Education to make them good consumers is a necessary part of this. The NRP should try this -- no meetings -- empower the people with education and consumer information.

Participant: The NRP should instate a policy of no dollars until inclusiveness is shown.



Participant: What is the motivation of the county to collaborate?

Participant: Not all five jurisdictions buy all four goals. The county agreed that the refinancing involved with NRP was wrong, despite the advantages of the NRP. It took a long time to bring them on board for that reason. There are also personality issues involved. The real test of commitment will come when the specifics and action plans need action.

Response: NRP has not yet had a funding test in any jurisdiction. What if Whittier includes a neighborhood school in their action plan?

Participant: To date the values of the stakeholders have not been put to the test.

Response: No trade-offs have occurred in real terms.

Participant: The county should have as much interest in the death of the city. There is a danger of stereotyping jurisdictions. Reaction will vary within the jurisdiction.

Response: The reactions will be different in jurisdictions and neighborhoods.

Participant: The heart of the issue is whether people are afraid of goal number three. We need to teach collaboration to the stakeholders. If this doesn't work people will look to the neighborhoods to blame. However, it will more likely be that the system could not handle it.

Participant: Plans are already in jurisdictions. NRP should have gone to them before the plan was set.

Response: We have talked a lot about that . . . orientation in the jurisdictions. They need to send someone to the neighborhoods who can deal. NRP tried to put the mechanism in place. However, the neighborhoods have not invited the jurisdiction representative to participate. Should we push them? The goal is for the managers in the jurisdiction to see the plan before it is finished.

Participant: It is important for the neighborhoods to go to the jurisdiction managers. Also, people are not born knowing the right thing to do.

Response: What we need is leadership without dictatorship.

Participant: We are providing resource material in workshops in the school district.

Participant: Addressing the question of money and the \$20 million as last dollars. The value of the collaboration of the five jurisdictions is huge compared to this. Existing capacity use is the key.

Participant: The question is how to change the different agendas and are the neighborhoods qualified to know what's good for them? Can the \$20 million be used to leverage change? Have any of the neighborhoods thought of ways to incorporate this into what they are doing?

Response: No to both the leverage questions. The \$20 million is not free and loose. Any one neighborhood does not have access to \$20 million.

Participant: Where is the bureaucracy in all this? Where is the power going to be?

Participant: The fatal flaw may be bureaucratic response. Bureaucrats respond to purse-string pullers and the elected officials tend to pull in the other direction. The budget controller is a key agent.

Response: The city council has tended to see NRP as another pot of money.

Participant: Money inspires change.

Response: When people's salaries, evaluations, promotions depend on collaboration with NRP, they will do it. That hasn't happened yet. But I don't think it's a fatal flaw yet.

Seminar participants took a break and were asked to return with the issues they thought the seminar should address.

### Issues to address in seminar

Eckhert: How 81 individual plans equal what is good for the city as a whole. How neighborhood-city-county strategies need to be linked.

Heath: Seconds Eckhert and expands:

1. Infrastructural activities that have to go on and not change. How do they fit in?
2. Are there problems that need to be solved outside the neighborhood and city context?
3. NRP is built on cooperation rather than conflict. There are substitutes to the conflict based strategies of the Fifties and Sixties.

McKinley: NRP planning and the zoning revision -- how does the city's comprehensive plan fit in with the NRP? -- the collaboration issue, and how the NRP contributes to changing the government culture to achieve collaboration.

Dewar: How to structure in some short-term reinforcement for people who take the process seriously. Something real so they can invest in the long term; link short-term with long-term payoffs; process to support people who decide how to make change; under collaboration -- change the definition of limits, stretch beyond the previous practices and reward this. Get CURA evaluation of CARE and the Whittier police-community policy program executive summary.

King: Changing systems, cultures, incentives; how to change political incentive structure, the structure of ward politics. We are asking collaboration by giving away power but offering no substitutes.

Ramadan: The need to convince neighborhoods that this is about empowerment. But neighborhood power threatens others. Can the neighborhoods trust this process? On inclusiveness -- our system operates on the fact that the people who get the most votes on any given day get power. The neighborhoods are being asked to do something they have no model for -- near total inclusiveness. Systems in the United States don't come close to counting everyone.

Armajani: We should do what needs to be done for the NRP, not just what interests us. Get the opinion of the NRP and neighborhoods as to what we should address.

Dewar-Saxton: Is power the goal? No. Collaboration trick is to get them off the power idea. Is the program structure a fatal flaw? Community development is a process. The whole plan up for approval idea should be questioned. Also there is a need for dollars, for leadership and for capacity building. The task neighborhoods face now is trying to decide what changes to make today so the city will be still be saved twenty years from now.

Harvey: We need to support the NRP staff with our discussions and not answer questions.

Chisholm: Address the collaboration issue. There are five major jurisdictions involved. We need a process to get them together, also to get the neighborhoods to collaborate.

Craig: How do we give elected officials from the city, county, schools something other than the ability to deliver programs. Something visible to get them votes that doesn't necessarily involve bringing money in. Other ways to show constituents you are doing a good job. We need some good examples of what are successes of collaboration. How do we change the pot of dollars syndrome?

Heath: The relation of NRP to the private business community

Craig: The relation of NRP to the foundation community. In a way they have a vested interest in being involved in solving the problems they have identified.

Lukermann: Is there agreement the city needs saving? (Not necessarily a rhetorical question).

## **Summary of the 12/3/91 meeting minutes**

### **Questions raised by the seminar**

1. How do you achieve neighborhood organization?
2. Is a political base necessary for neighborhood organization?
3. Is neighborhood organizing a money issue?
4. What is the role of the professional organizer?

### **Community organizing**

- Organizers don't organize a community, its people and leaders do.
- There is no magic formula for community organizing.
- Lessons from other community organizations
  - develop the practice of listening
  - increase attention to values
  - develop a powerful visionary sense
  - include a political mix in organizing
  - focus on leader development and citizen education
- A task orientation won't work

### **Community-neighborhood level issues**

- Whose values?
  - A mix of values is necessary.
  - The NRP is willing to support opposed values
  - NRP won't do away with original sin

### **Expectations of the NRP**

- Solve problems
  - Revitalize Neighborhoods
  - Save the city
- Positive movement
- Fit the expectations of the people who live in the neighborhoods
- How are these differing expectations reconciled?

### **There is no more money**

- There is more money, it can be leveraged
- The ability to say "There is no more money" is important to the NRP process. It takes the focus off the money.
- There may indeed be no more money for the NRP

## **Minutes of the Neighborhood Revitalization Seminar 12/3/91**

Seminar facilitator Barbara Lukermann introduced the two resource people for the evening: Harry Boyte, director of Project Public Life at the Hubert H. Humphrey Institute of Public Affairs, and Gus Newport of the Dudley Street Initiative.

**Boyte's presentation** centered on:

- I. Lessons from the most successful community organizations
- II. Critiques of the limits of neighborhood organizations
- III. Ways of addressing problems

Boyte talked about his experiences with citizenship schools, teaching people to draw on their own experiences to gain a sense of what it means to be a full citizen. This background helped shape his enduring interest. From there he moved on to community organizing and writing about community action.

### **Themes in community organizing**

1. A shift from moral rhetoric to a pragmatic focus on what works.
2. A realization of the need for enduring organizations to give clout to the ideas of the 1960s.
3. The notion of people reappropriating power from professional organizations, experts, and systems.

### **Lessons from large-scale community organizations like COPS (San Antonio)**

1. Develop the practice of listening, including one-on-one interviews to find out what the people think. Community organizations need a vital, dynamic feedback mechanism. In addition, the definition of self interest must be widened.
2. Increase attention to values. Issues are the dessert, the main menu is values.
3. Powerful visionary sense. Naming gives things power.
4. Political mix in the base of organizations. This enables people to negotiate differences and develop a non-partisan approach. In addition, the definition of leadership must shift from charismatic to rational.
5. Focus on leadership development, citizen education.

### **Three limits**

1. Neighborhoods tend toward parochialism and this can be insulating. The concept of a larger public stage or public world helps community organizations deal with this. Public and private are separate; if you expect your private needs to be met in the public sphere you will be used. It obscures power issues.
2. Weakening/fragmenting of neighborhood organizations. People that are left out include: very poor, young, and elderly. People that are included: stable roots, middle age. Community organizations rarely tap into work identities. They need to develop strategies to involve left out populations. For example, young people can not be recruited on a parents agenda.
3. Knowledge systems and professionals tend to turn "people" into "client populations", the "colonies". The challenge is to redefine resources, ask people what they would do about their problems. This needs a public arena.

### **Gus Newport's presentation**

Neighborhoods are complex and independent.

The most important element, human development, has been taken for granted. The focus of community development has been on bricks and mortar.

Faulty public policy is the root cause of inner-city failure, not the people who live there. The public policy of the past, urban renewal and model cities, has simply transferred power from one governing agency to another.

Why is it that professional people think they can speak for the residents of the inner city? Industrialists don't speak for environmentalists, men don't speak for feminists.

These faulty public policies have cause flight, unemployment and crime. A 1 percent increase in unemployment is related a 4 percent increase in crime. Part of the blame falls on former President Reagan.

Everyone speaks to "those" people and "their" problems, but they are not responsible. The plans were made without them.

The Dudley Street Initiative began in 1984. This is a community 40 percent black, 30 percent Latino, 20 percent Cape Verde and 10 percent white. Out of several proposals by different nonprofits in the area, the Initiative group was selected to become the catalyst for redevelopment. A 30-acre vacant site

in the neighborhood became the focus after the neighborhood was intensively surveyed with strong community participation in the planning process (64 percent).

The commitment has been to develop a longer-range master plan for the site, based on a village concept and to avoid gentrification. The organization was granted eminent domain authority to assist in the implementation, a very unusual devolution of power to a non-governmental unit.

July 1990 final agreement was signed for the 30 acres to build housing (40 percent low income, 30 percent moderate and 30 percent market rate) and a community center. The Ford Foundation provided a \$2 million loan at 1 percent interest for land acquisition. The project has been organized as a community trust with purchasers of the housing having long-term leases. The city provides \$4.5 million in subsidies for the housing. Emphasis for the community center has been on serving youth.

Community organization has been the "glue" that holds the community together. The Initiative meetings, and their newsletter provides information in three languages. Emphasis has been on community organizing and long-range master planning, avoiding the pitfalls of short-term "fixes." Implementation of the redevelopment was held back until there was a plan for phasing.

### **Lessons from the Dudley Street Initiative**

1. Realization that the problems did not occur overnight and cannot be solved overnight
2. A task orientation won't work
3. The long run is important, organizing never ends
4. Piecemeal approach won't work
5. Sharing power and information decreases rumors
6. A leadership academy with the goals of conflict management, creative writing, proposal writing and basic accounting
7. Given the chance, indigenous residents, through a facilitated process, come up with much more grandiose plans
8. Joint work plans between the project and city
9. Pro bono work from the private sector
10. Market analysis
11. The professionals never had all the answers

### **Open discussion among seminar participants and resource people**

Participant: Is there a tension created as residents begin to take on roles with technical information?

Gus Newport: A real tension exists between the organization and public services. Build a foundation and do it correctly. At first a common focus was hate of the city. We are beyond that now.

Earl Craig: How do you get neighborhoods to organize on a budget of \$550,000? Phillips is racially divided, poor and full of well-meaning social services. They have less than \$60,000 to organize. Is it naive to think that organization or planning can take place without money and a professional staff? Is it implicit in this that all neighborhoods have IAF or IAF type professionals to do the organizing?

Harry Boyte: Organizers don't organize a community. The people and leadership in the community organize it. The community must feel they own the process. Never do things for a community they can do themselves. Don't create a dependency on large amounts of money or staff.

Earl Craig: Is it naive to think we can stimulate neighborhood-based organizing with some resources and money? Especially with the range of neighborhoods from East Harriet, middle class but renters, to Bryant, black but homeowners, to Whittier/Phillips, traditional low-income neighborhoods. Can we say "Here is some money. Now plan?" Is it possible to organize them? How?

Gus Newport: The assets are in place. Challenge the agencies.

Harry Boyte: Nothing like the NRP has happened or been attempted. It is a challenge, and the problems are to get ownership and initiation. Challenge/possibility: People develop an enlarged vision of not only money but rebuilding the city. Can people see a stake in this

vision and organize skills and training to accomplish it?

Participant: Focus on people with environments at risk. There is a huge payoff. Other than the money needed to get started, unpaid or ill-paid organizers do the work now. It doesn't cost a lot of money.

Earl Craig: How?

Gus Newport: There is no magic formula, every neighborhood is different. Having 81 districts may inhibit this process.

Participant: If I won 45 million in the lottery, the last place I would put it is in community organizations. Values are more often personal than communal. How many people live in places called communities? Who are the people left out? What is the sense of giving people resources to do something if they can't accomplish what they want to do. Can communities solve the problems? Communities fight city hall but city hall does not have the capacity to solve the problem. Perhaps the money is in the wrong place.

Gus Newport: Life goes on with many problems left unsolved. Women and their children need housing and education even if communities and city hall can't get dad to come home.

Participant: I work in a small neighborhood in Minneapolis. We work with gangs and their families to help them get jobs. City hall can't do that. Communities can, and public action often happens because of private initiatives. Margaret Mead said small groups of educated citizens coming together can solve problems. I can do more with five staff than one. It is a money issue.

Earl Craig: We feel the community is the only level that is close enough to the people, yet has potential to grow and build connections/relationships of families of different kinds. There is not going to be any more money. Is it possible to organize?

Harry Boyte: Neighborhoods can be parochial with narrow roles. Professional have narrow roles. Neighborhoods/communities have useful/fruitful attributes. People can learn citizenship in the neighborhoods better than other places. The key is the quality and nature of the education process and ownership. It is not a question of staff intensity. There is a direct correlation between success and the quality and nature of the education process.

Participant: Should we support opposed values?

Earl Craig: We are prepared to support ideas we are uncomfortable with. Such as the removal of all rental housing from a neighborhood, or the exclusion of low cost housing. We are prepared to let the neighborhoods do what they want within legal limits.

Participant: Regressive qualities won't disappear if not supported. It is not a threat to progress to say my neighborhood has too much rental or group housing. The NRP won't do away with original sin, it won't make things purer. It will offer more engagement.

Gus Newport: The city of Boston wanted 50 percent market, 50 percent low income. You can't force the middle class back. There is no formula for how much start up money is necessary. In fact, money up front attracts opportunists who support the status quo. CDCs are part of the problem, they are task oriented. Organization should occur around the basics, step by step, for there is power in numbers.

Participant: What is the sense of giving people resources to do something if they can't accomplish what they want to do.

Earl Craig: But some projects that can't be done, can be or perhaps the neighborhoods should be allowed to try. Like the Ross Drug Project in Seward. The NRP is prepared to put out

some money that may not work if the neighborhoods want it.

- Participant: The sin of professionalism is trying to find solutions. The NRP was started with small expectation that it would solve the problem. The greater expectations were of positive movement. Community is mythical, we don't know what it is. This is an attempt to create something new. A new polity that functions at that level. Don't set expectations.
- Earl Craig: Everyone sets expectations.
- Participant: Money should start small and build
- Participant: Is there a self validating character to neighborhoods? Neighborhoods will come up with actions plans, some good. However, the validity of the plan is defined by the process. The issue is we all thought this was going to revitalize neighborhoods. Thus the neighborhoods will come under attack because their plans are inconsistent with the expectations for NRP success. The alternative is to be realistic up front.
- Participant: A successful plan for a neighborhood is one that fits the expectations of the people that live there. How to measure success in Phillips is the difficult question.
- Gus Newport: Community organizers face current conditions and problems because there is never ongoing documentation of process. There should be a way to increase or decrease money to a neighborhood depending upon their success.
- Participant: There is no more money and we better get used to it. But there is money if we want to spend it. Look at NWA. It doesn't take \$30 million to build capacity for creating \$30 million of development. Money can be leveraged.
- Earl Craig: To say there is no more money is important in the NRP process to put the focus on professionals, projects and programs.
- Participant: Addressing the issue of people not building expectations too much, there is the greatest sadness in zero expectations. Speaking of keeping NRP expectations low, the goal "save the city" is certainly high.
- Participant: Do you agree that East Harriet/Farmstead's (EHF) plan is a success? Yes. In how many of the 81 neighborhoods would you expect for a similar plan to occur? One-half.
- Earl Craig: We have two current successes, Whittier with a large staff and EHF with no staff. Lots of neighborhoods have community based CDCs. Only 15 or so have neighborhood organizations.
- Gus Newport: Do all 81 neighborhoods need the NRP?
- Participant: Yes, due to political log rolling.
- Participant: I disagree with this response. A cross-sectional committee thought up the NRP. They thought it would not be popularly perceived if it only served the poor and destitute. It is not a worst first program for that reason. Even stable neighborhoods sometimes feel institutions don't address their needs. Every neighborhood has the opportunity to do something.
- Gus Newport: Is there a current master plan for Minneapolis?
- Participant: Yes, but it is 10 years old and expiring.



## **Summary of 3/10 minutes**

### **Opportunities and barriers from the resource people presentation**

#### **Opportunities**

- Agencies willing to increase citizen involvement
- Agencies open to the restructuring of services
- Agencies willing to respond to neighborhood needs in terms of service delivery
- Staff started to think about things differently due to the NRP
- Agencies open to changing staff composition from specialists to generalists needed in the neighborhoods
- NRP has support at staff level

#### **Barriers**

- Jurisdictions have different service areas that do not match neighborhood boundaries.
- It is difficult to replace current priorities with neighborhood priorities.
- Equity, as defined by some agencies, entitles each service area to the same amount of resources
- There is the assumption that decreasing resources mean no new programs are possible.
- Agencies are reluctant to change policy or goals to adapt to neighborhoods. They are open to alteration but not elimination or creation of policy.
- Agencies feel it will be difficult to respond to NRP requests for bricks and mortar solutions.
- Agencies see a conflict between neighborhood requests and the requests of the citizens that use their services.
- State and federal move toward centralization works against the NRP process.
- Public expectations and the standards currently applied to agencies need to change for the NRP to be successful.
- Agencies need assistance in working with the NRP.
- Political support is low.
- The NRP is outside the agencies budget process.

#### **Issues raised by seminar participants**

##### **Institutional and policy change**

1. When in the planning process should agency participation occur?
2. Political Leadership
  - a. Budgets should depend on NRP implementation
3. NRP brings local issues to the table with citywide issues.
4. What happens when neighborhood visions conflict with institutional policy and goals?
  - a. Institutions must be willing to change.
  - b. Neighborhoods must be flexible.
  - c. Should policy be decided in the neighborhoods or city wide?
5. Staff commitment and alliances are necessary but not sufficient for change.
6. The standards that agencies are judged by need to change.
7. NRP/neighborhoods must enter the political process.
  - a. The NRP is a political not planning process.
8. Conversations like this are a step in the direction of institutional change.

##### **City goals**

1. NRP needs citywide goals

##### **The will and willingness to implement the NRP**

1. Grassroots versus an opportunity or challenge from the top
2. There has been no agreement on the deal in the NRP process.

The goal of the NRP is to change the way services are delivered and this is budget neutral.

## Minutes of the Neighborhood Revitalization Seminar 3/10

Barbara Lukermann opened the seminar with acknowledgment of Earl Craig's contributions to the NRP and seminar series. She also expressed our mutual sadness at his passing. The series will continue to support the NRP through the participation of Jack Whitehurst and Joe Horan.

Lukermann then reviewed the purpose of the seminar and began the seminar by asking the resource people, starting with David Fisher of the Minneapolis Park Board, to make some opening remarks concerning the two questions sent prior to seminar. (Please see appendix A).

### **David Fisher's presentation**

Responding at the neighborhood level is easier for the Park Board than many agencies. The Park Board has always considered itself neighborhood based. The goal of the Park Board is to have a park within six blocks of all citizens. For the most part, this goal has been accomplished.

Each neighborhood park has a neighborhood center, acreage base and program base. In terms of the budget. All 43 parks are funded identically for basic services. It will be hard to respond to one neighborhood wanting more than it's 1/43.

The Park Board does have compensatory dollars for neighborhood parks with greater needs. These funds are generated through fee waivers, private donations, etc.

The Park Board tries to achieve a balance between the neighborhood parks, with equity the primary consideration.

The Park Board has instituted a new program consisting of a critical needs survey to identify the needs of the neighborhoods in terms of parks. A geographical problem they have is that neighborhood boundaries do not match their six block service areas.

Park councils have existed for a long time. Neighborhood involvement occurs through these councils that set goals and vision. The councils articulate community desires and assure program delivery.

The Park Board is not concerned with the new neighborhood governance structure that the NRP proposes. They feel a willingness to increase citizen involvement.

A potential problem concerns capital budget priorities. It will be difficult to replace programs on the current waiting list with NRP priorities. The capital budget is also proportional (1/43 for each park) over a ten year time period.

In terms of operational costs, the Park Board sees it's role as producing more slices for less dollars. However, continued equity is their main objective.

It is estimated by the governor, in his plan to cover the state budget deficit, that the Park Board will take a \$1.8 million cut. Historically, the Park Board receives 12 percent of Mpls State Aids to Local Government. However, the Park Board is semiautonomous.

The Park Board has regional parks, in addition to neighborhood parks. Regional parks have 45 to 44 percent non-residential usage and were a line item funding source until the item was vetoed by the governor. However, regional parks provide neighborhood park services for the communities surrounding them.

All parks have an activity center, some have larger community centers with a gym. More gyms are needed.

### **Seminar participants joined the discussion.**

Participant: What if a neighborhood did not want park services?

David Fisher: Staff would react negatively. Open space is very important and needed by all neighborhoods. However, the neighborhoods can "paint their needs" on this space. It may not be utilized the same way by all neighborhoods. The 43 park councils determine needs.

Participant: I'm impressed. How many times has the Park Board repainted the canvas, changed the parks conceptually?

David Fisher: About four times. Parks originally were passive areas, then came the playground movement, followed by the building of community centers. These continuing changes are a positive reflection of the need for open space.

- Participant: As neighborhoods develop plans, what interaction do they have with the Park Board and other agencies?
- Participant: The position the Whittier neighborhood took is that the plan is a neighborhood statement. The agencies establish the parameters but the neighborhood develops the plan without agency involvement. The agencies respond to the plan during negotiations. The reasons for limited agency involvement in the formation of the plan are time considerations and a tendency to conform to expectations of the status quo.
- Participant: Now that you have travelled down that path, would you recommend it to others or in retrospect would you do it differently?
- Participant: We would not recommend other neighborhood do things one way or another. It is their choice to make. I don't think we would have done things much differently. We might have had one more task force meeting. Time considerations still prevail, the money is tied to plans. Currently, we are overwhelmed with meetings.
- Jack W.: The way plans are formulated will vary according to neighborhood. Whittier is a large, complex neighborhood and has taken the public information approach. Agency members did attend many of the neighborhood meetings they held.
- David Fisher: It does take an agency longer to get acquainted with the plan when it is done the Whittier way. However, it does not matter to the Park Board which way it is done.
- Participant: We felt it was important for Whittier to define itself to the agencies. Whittier has been defined by the city. Whittier wants to be more family oriented.
- Participant: Historically, when the city attempted to down zone Whittier, the neighborhood resisted.
- Participant: The neighborhood was different then, more Republican.
- Participant: Changes in neighborhood composition are important to recognize.

**Remarks by Dr. Robert Ferrera, Minneapolis schools superintendent**

In response to the question of responding differently with the same resources I have two remarks. First, a major goal of the school district is to restructure the whole district. Thus, using resources "differently" fits in well with this goal. However, we will not have the same resources, we will have less. Due to this, one assumption of the school board is that there will be no new programs.

A response to the Whittier plan is that a three million dollar school is unrealistic.

(Note: Whittier was encouraged to put cost estimates into their plan even when they had no way of estimating the true cost. Thus, many of the numbers are not realistic. This is realized by both the neighborhood and NRP)

A result of neighborhood schools would be non-integrated schools. This is a major social issue. It should not be the prerogative of a single neighborhood to decide this issue. It is a basic issue central to a large city and should be decided by the city as a whole.

**Seminar participants joined the discussion.**

- Participant: What role does the neighborhood culture have in governing education policy? Schools educate children that happen to be in neighborhoods. The tradition is to educate district-wide, neighborhood involvement in schools has been minimal. How would you redefine that role?
- Participant: We are not uncomfortable with a district-wide perspective. Education of children is not just time in the classroom. It involves parents in the school and after school hours. Education is framed in a broader way. The Whittier plan recognizes that it is difficult for parents to be involved in schools under the current system. Kids in Whittier go to 52 different schools.

- Participant: What can the school board do in terms of cooperative arrangements with neighborhoods?
- Dr. Ferrera: There are all kinds of cooperative opportunities to ensure parent involvement. The fact that Whittier children go to 52 schools is not necessarily negative. It is a reflection of choice. We recognize it is important to have a school in a neighborhood. However, this does not deal with the problem of overburdened schools taking on the ills of society. There is one school where all the children are bused into the school. No children live in the neighborhood. This school must look at parent involvement differently, the teachers go to the neighborhoods where the kids are from. It may be a model for a way to deal with Whittier. There are problems with new schools in neighborhoods: planning, funding, location of kids and the future.
- Participant: Chris is talking about institutional and policy change. Can the NRP force this? If the teachers are going into the neighborhoods to foster community, this is a strong argument for community schools.
- Participant: Lets get back to the issue of the NRP forcing change.
- Participant: Was it the intention for the NRP to force change?
- Participant: Yes, it was a definite intention that the NRP would foster institutional change and change in service delivery systems.
- Participant: I see the NRP, not in the position to force change, but to mediate conversations between local and citywide responsibilities. It brings local issues to the same table as citywide issues and fosters compromise. This will lead to a more comprehensive planning that includes local interests. What is necessary is education from the beginning of the planning process.
- Participant: We see the negotiation period as the place for compromise.
- Participant: How long did the Whittier planning process take?
- Participant: April 13, 1991 through Jan. 31, 1992. The process included a survey of the neighborhood strengths and weaknesses. Then in October the strategies were planned. This included one meeting with agencies to discover parameters. January to the present meetings with agencies. The plan is 20 pages with the school a small part of the plan. The plan does not contain a blue print for the school only the concept. This concept includes co-location of the school, park gym and library. The school is a piece of a larger vision.
- Participant: So Whittier is not betting the whole farm on the school? There are a set of institutional changes.
- Participant: When a neighborhood has a vision that conflicts with overall institutional policy and goals what happens?
- Dr. Ferrera: There is a difference between voting and consensus. Involvement in the beginning results in greater potential to resolve conflicts.
- Participant: I'm trying to get at the difference between strategy and philosophy.
- Participant: The neighborhood has blue skyed (imagined a perfect neighborhood) with the understanding that they will go into the real world and converse. The neighborhood plan can be a starting point. The Whittier case is an important model to discuss.
- Participant: In addition to neighborhood willing to compromise, Institutions have to show willingness to change no matter what present policy or plans contain.

Participant: It is possible that 15 plans with wildly different education plans will conflict and even the most reasonable, willing to change school board won't be able to compromise.

Participant: I think it was a mistake to throw out the citywide goals. Institutional change does not happen through confrontation. It comes through a one degree change in perspective. Talking about the role of schools in neighborhood development is something that has never been done before. That is significant and the beginning of institutional change. Whittier did not intend for it's method to be confrontational.

**Remarks by Amy Ryan, Minneapolis Public Library**

All the agencies see ourselves serving a different clientele. The library serves people in a two-mile radius. Our fourteen service areas transcend neighborhoods. We have fourteen good strong libraries. Many small libraries don't satisfy people. They don't go to storefront libraries. Storefront libraries pull from a small radius of three to four blocks and are very expensive.

The library does not see opportunities to provide neighborhoods with bricks and mortar assistance. We can respond in terms of service delivery such as book mobiles, kiosks, etc. Currently, we do respond to neighborhood needs with services.

One adjustment the library will make is to take neighborhood needs seriously. However, it's hard for us to think about building structures. We feel we have it covered.

Our incentives are providing for overall satisfaction of the people who use the libraries. This is achieved by material availability, which would be compromised under a system of many small libraries. We do see opportunities for collaboration.

**Remarks by Kevin Kenny, Hennepin County Bureau of Social Services**

The NRP process is very challenging and dynamic. We have changed some of our ways of thinking already. However, during the last two to three years the state legislature and federal government have moved away from decentralization of social services. The federal government has required the centralization of information and check issuance. From the client point of view the negatives outweigh the positives of centralization. The policy makers are moving away from neighborhood based social services.

Hennepin County has tried to move towards decentralization with economic assistance. However in the face of state and federal centralization and budget considerations this has been difficult. The rationale behind the centralization is accountability.

At first Hennepin County thought the state's objective was to take over county responsibility. This is not the case. The centralization is occurring mostly in economic assistance. Social services remain decentralized. In fact these services were left with the county because they had close contact with the clients. However, now the NRP sees the counties as distant.

The legislation is increasing state regulation and has rigid rules for counties. The conflicting trends of fragmentation and centralization limit our response.

In terms of training and employment assistance, the service delivery areas respond to city and county levels.

Hennepin County did meet with Whittier in the plan development process. In social services, specialization has increased to meet the expectations of people. Replicating that in 81 neighborhoods or even one neighborhood would create problems. It is unrealistic in terms of budgets. Perhaps a move back from specialists is needed. It is our sense that Whittier wants a generalist to guide people through the system.

We have 800 agencies providing a wide range of services. These are intentionally community based. How to change this system to neighborhood based is mindboggling. The concept that if an agency does not fit neatly into neighborhood boundaries it is not in touch with neighborhoods is disconcerting.

The county is extremely regulated. We can not reveal who is a client. It is easier to reveal clients with neighborhood workers.

We have an obligation to give people choice. Requiring them to use services in their neighborhood would restrict choice.

The county has entered in to talks with the schools to co-locate social services in the school in order to bring services closer to the communities. The irony for Whittier is that it does not have a school.

**Remarks by Kuty Kannankutty, Minneapolis Department of Public Works** (Please see attachment after minutes.)

The Department of Public Works has a budget of \$140 million. In the past, Public Works has been credited with both creating and destroying neighborhoods.

We see ourselves as collaborative partners in revitalizing Minneapolis. We are ready for the NRP 90s. The ways we have prepared include:

1. Discussions have occurred within Public Works. We can respond within the existing framework and budget. Our budget has three components: preventive maintenance, basic services (same level to all areas), and targeted funds (for special needs). NRP fits into the third budget area of special geographic needs.

2. In the past we haven't had much grassroots involvement. However, we are open to more. There is an opportunity to build on our experience.

Barriers include the absence of new money and the expectations of citizens.

We are open to reallocating our services differently. However, we need assistance in devising a mechanism to deal with the impact of the NRP on the preventive and basic service components of the budget.

We will educate neighborhoods. We want to do this before the plan development stage. We will prioritize the NRP requests with our vision and rely on the assistance of other agencies. We will predict the cost of neighborhood plans in time for planning and budgeting. However, we will keep our old habit of responding to requests of citizens and the mayor. We will coordinate the budget, as much as time permits, with those outside the budget process.

The capital budget is \$30 to \$40 million. We leverage two-thirds of this citywide. We can integrate this on a neighborhood basis. We need time to do planning in order to approach NRP capital demands through continued leveraging.

We were not involved in the development of plans but are involved now. We are ready but it's going to be tough.

The participants joined the discussion.

Participant: What have we learned about implementing the NRP?

Participant: The will and willingness to do this is necessary. There are two models of this. The first is where the people of the community pull together and put together deals with the agencies. There is a spiritual quality in this. The second is when the mayor moves the city machinery and tells the people if they get together and approach the city, deals can be made. The NRP has no agreement on the deal, how it is going to work or the covenant put together on how it is going to work. People have not bought into it.

Participant: Whittier has had many successes in the past. The difference in the NRP is that change in how decisions get made will occur. What has happened in the last year? I don't see that the NRP has brought institutional change.

Participant: I don't yet see that the will is there. An example is the "I would like to but how" attitude is not present.

Kannankutty: The NRP is a balance between process and product.

Participant: The product of the NRP is slippery.

Participant: We need to ask the people we are supposed to be serving in the process. Do you think there is added value from the NRP process?

Participant: The expectation from the neighborhood view is that the program will make a fundamental change. The answer we have received from the policy side is "we can't do that". Also, it is turning out that NRP dollars are not the last dollars. We had high expectations too fast.

Participant: Part of the problem and difficulty for the neighborhoods must be that it is difficult to see what the alternative to NRP would be.

Participant: We are excited. Our neighborhood has never won anything. So when we win a lottery

with no money we still feel we won.

- Participant: If the NRP drew a line in the sand and said plan up to this point, would you plan up to the line?
- Participant: We would push the line.
- Participant: First we would ask who drew the line and why. Depending on that, we might push the line.
- Participant: How are those involved reacting to the process right now?
- Participant: We are in meeting shock. However, we are excited by the results of the meetings. The neighborhood can be different and there is agreement on what the needs and wants are.
- Participant: So there has been positive growth of awareness from process opposed on the neighborhoods.
- Participant: At first we were offended by the assumption that we haven't existed for twelve years. I feel there is something missing. Controversy leads decision makers to distance themselves from the issue and turn it over to committee for consensus. There is little political leadership. The discussion is framed in terms of neighborhood versus agency. Starting on the staff level is difficult.
- Participant: Those who developed the NRP thought the secret was to get political commitment. Budgets should depend on response to the NRP. We are disappointed in the political conviction.
- Participant: Is lack of political commitment the weak link?
- Participant: It may be the fatal flaw.
- Participant: The problem is energy and time. Failure occurs when the folks who do the work are left out of the process.
- Kannankutty: When we looked at the NRP, we knew we would make a change. We thought we would be involved earlier in the process. Who is the Policy Board? We are in a three ring circus and don't know which ring is the most important. We still get orders from politicians. Culture may raise the issue, but we can only put so much time and energy into it under current climate. Staff are the ones to make the change.
- Participant: Community policing is like the NRP. The standards of police work are response time and clearance rate. The community needs to buy into the new standards/measures of feeling safe. Old indices of measure won't work in the NRP. We need new standards and to buy into the new standards.
- Participant: Who sets the agenda? Boards, council and the Legislature set agendas but NRP is not working with them. To require the neighborhoods to achieve things without getting on the political agenda is a social control measure. NRP needs to give neighborhoods money to mobilize politically, only then will institutional change occur. However, there is great resistance to empowering neighborhood interests. The discussion is centered around the interest of the public consumer. There has been no discussion about the concerns of those who pay the bills. The legislature is more responsive to the taxpayers. We need to influence those who make the rules. Agencies will do what policy dictates.
- Kevin Kenny: Our leadership is resistant due to the tax increment financing of the NRP. The city ripped off the county. This influences what we can do.

- Participant: What the city has done wrong can be ignored through staff alliances. Alliances can be formed on a practical level and have nothing to do with the board.
- Kevin Kenny: The social workers are excited about NRP, but lack support from above.
- Participant: The real question is who are the payers? Money used to prevent problems and the benefit of this never gets looked at. The NRP is a political process not a planning process. The NRP pays for the organizing of people.
- Participant: For fundamental change to occur, the political process must be entered.
- Participant: Policy makers have a rule: Public money should not be used to put us out of office. However, NRP has led us to organize and that organizing can be used to organize people politically.
- Participant: We have discussed a lot of issues in terms of power. The fundamental issue is to change the way services are delivered and activities are carried out. Earl used to say this was budget neutral. No one knows how to bring about substantial bureaucratic change. This is one way that has yet to be tried. Politicians can't do it. The NRP hasn't been in business long. These conversations are a step in the right direction.
- Participant: Political leadership is important. However, Reagan was a mirror of the times. The best thing about the NRP is that it is from the bottom up. Political leaders can be changed by institutions in this process. There are many accomplishments of the past year. Time and money are needed.
- Participant: Professionals employed by public bureaucracies will not be responsive to the NRP. Standards and culture are really powerful. There needs to be clout in the form of support from the top of the bureaucracy.
- Participant: We have seen neighborhoods change bureaucratic culture.
- Kannankutty: Lots of professionals do believe in responding to the people, what is lacking is support for this. NRP could not come at a better time.

The discussion ended and participants discussed what the next seminar would entail. It was decided that Matt, Chris, Joe and Jack, people directly involved in the NRP process, should decide.



## **Summary of the 4/14 minutes**

### **I. Capacity building**

- The NRP builds the capacity and organizing ability of neighborhoods.
- Relationships with agencies build neighborhood capacity. The NRP should provide capacity building beyond the NRP process. The NRP changes neighborhood residents perception of capacity.
- The NRP should remain objective in terms of the process. However there is a need for a structure to share capacity and learning among neighborhoods.
- The political leaders are impatient to spend the money. This conflicts with capacity building.
- The NRP staff is overwhelmed.

### **II. Should the NRP be more prescriptive in planning?**

- The NRP is a strategic planning process.
- Citywide goals and policies are too normative and abstract to deal with urgent neighborhood needs.
- The NRP should be more proactive in managing the workshop process and neutral to plan content.
- The NRP is not just plans and responses but working together.
- There is no commitment from political leaders to ensure neighborhood priorities become agency priorities.
- There will be cumulative effects from neighborhoods plans and this will change the political environment. Some ideas will spin off and no longer be controlled by the neighborhoods.

### **III. Integration of goals**

- The NRP should assist in breaking down the barriers of neighborhoods territoriality.
- The NRP could become a cookie cutter process, with neighborhoods simply repeating what worked for others.
- The NRP is trying to bring Minneapolis back to a village concept. For this to happen, the citywide goals need to be relaxed and relevant to neighborhood needs.
- The NRP or another organization should bring people together to integrate goals, share experience etc..

### **IV. How can the NRP make allocation decisions?**

The transitional funding compromise was quite good; use the money received before the program was up and running (ten million dollars) for transitional funds and the rest for program funding.

## Minutes of the Neighborhood Revitalization Seminar 4/14

Barbara Lukermann opened the seminar and reviewed the agenda.

### Capacity building

Kris Nelson began the discussion on capacity building with a presentation of the issue. He asked the participants, how the NRP could jump start neighborhoods or areas in the city without neighborhood organizations? How can the NRP assist neighborhoods in implementing the packaging process and monitor the implementation? These questions must be answered in an atmosphere of agency distrust of neighborhood organizations.

The NRP assumes the organizational base for doing things on the neighborhood level can be created. How can the NRP integrate neighborhoods into organizations?

- Participant: There is a power conflict between the neighborhood and political levels. The bureaucracy is confused about power relationships.
- Participant: The NRP builds capacity and organizing ability of neighborhoods. This creates a tension between the council and the neighborhoods. In addition, the NRP pulls the bureaucrats into the real world.
- Participant: Is the innovation of NRP to bring those who provide services into the process?
- Participant: Power issues did not come out much in the discussion around the organization of the NRP. The discussion were more centered on leveraging the bureaucracy. Citizen participation is a way of life for most government agencies. This doesn't mean they are responsive, but it does mean they are used to dealing with organized neighborhood groups. This has created a skepticism on the part of the agencies about the inclusiveness of neighborhood organizations. In addition, some agencies have organized there own neighborhood constituencies. An example is the Park Board. The old dichotomies of us versus them don't describe the current situation.
- Participant: There is a aura of competition. If these responsibilities get passed on to the neighborhoods, there won't be as many jobs in the agency. Capacity building is a goal of the NRP. This can happen in two ways; one is through the way the process plays out and the other is beyond the process. Can the NRP do something beyond the process to build neighborhood capacity?
- Jack W.: Should the NRP offer technical assistance or training? Perhaps the NRP could hold workshops or public forums? These options are not inherent in the process. The process does result in the creation of energy and creativity in neighborhoods.
- Participant: There is the issue of technical versus experiential capacity. Experiential capacity may not pay off as directly for the NRP. I thought the NRP was fundamentally about increasing the capacity of the bureaucracies to incorporate neighborhood issues. These relationships would then form the basis for future activities.
- Jack W.: In terms of capacity building and public staff, when the implementation committee received the Whittier plan, they entered into their own workshop process.
- Participant: The NRP is about new formulations with capacity building potential that include bureaucracies and citizens. In the past, neighborhood empowerment has not been successful. The bureaucracies did not change, neighborhoods did not gain the ability to affect their future. Earl brought the emphasis that the NRP has to be more than projects, priorities and what comes out of the process. It needs to leave something permanent such as new institutional relationships, new energy, and the removal of old barriers to change.
- Participant: Do those in the process feel an increase in capacity?

- Participant: NRP changed our definition of capacity. At first we saw the NRP as a stable set of operating funds. But the NRP forced us to change from that view of capacity to one that included increased inclusiveness and pushed us to look at what is good for the neighborhood. It forced us to go out and do what we say we do.
- Participant: Representation was always on your mind. What changed did you become more aggressive or did people become more receptive?
- Participant: People see NRP as an opportunity. They see things start to happen. Before, it was hard to get people in to the neighborhood process.
- Participant: Whittier is now at the counterrevolution point. To continue the story of neighborhood participation in the NRP, the NRP required us to step outside our own program. Inclusiveness was the motivation. It opened up our process. The counterrevolution is the homeowners are now saying the plan does not address our needs, therefore it is not representative. These homeowners and landlords threatened to take over our organization at the annual meeting. This is both troubling and invigorating.
- Participant: Has your organization capacity increased?
- Participant: It is too early to tell. In the short term, it appears to be weaker. But relationships with more agency staff should increase capacity. There is the issue of residents viewing our relationships with agency staff negatively. Their perception is that the Whittier Alliance is allied with the agencies.
- Participant: But the fact you have working relationships with the agencies doesn't mean you don't represent the interests of the neighborhoods.
- Participant: You are right, what we are really doing is presenting the agency side and saying challenge this. People don't realize they are empowered. It's an educational process.
- Participant: In terms of objectivity, isn't the NRP the champion of change?
- Participant: Objectivity is about the NRP not controlling the process. They have only one rule: inclusiveness. However, do we want every group to reinvent the wheel? It can take six months to get an organizer to start on a plan that takes eighteen months. The problem is how to keep people interested during this time. What we need is to share capacity and learning. We need a reflecting body or third party resource. Perhaps the NRP needs objective organizers they can contract out to neighborhoods.
- Participant: The University could play a role in that.
- Participant: I'm surprised the NRP is still part of MCDA, but on the other hand not part of it. The MCDA does not operate objectively. They have favorite neighborhoods. The NRP is more objective by giving all neighborhoods a fair chance. Everyone starts from ground zero.
- Jack W.: There are two troubling forces at work on the NRP. There is the pressure to get things out and go with the momentum versus the counter pressure for a planning process that decreases neighborhood momentum. Can the bureaucracy and elected officials handle the neighborhood momentum?
- Participant: There are advantages in terms of implementation, in reviewing many plans at a time versus one at a time. What is the right pace with 81 neighborhoods?
- Participant: The impatience for spending money is coming from the elected officials. Jurisdictions want to respond in both financial and non-financial terms. However, we are concerned about what a plan means in terms of other neighborhoods and the systems.

- Participant: Does the volume concern effect who the NRP assists? Do you give preference to emerging groups? Established organizations need capacity building too.
- Jack W.: Our small staff is overwhelmed. We don't have time to decide what we should be doing for whom, we just react.
- Participant: The NRP staff should be doubled. The new staff should act as organizers for unorganized neighborhoods.

### **Should the NRP be more prescriptive in planning?**

Dick Heath began the discussion with a review of the history surrounding the issue and his insights. The Miller Committee was initially inclined to be prescriptive and require the inclusion of necessary but perhaps unwanted components such as residential group homes. However, they left it up to the technical advisory committee.

The Technical Advisory Committee thought the prescriptions would interfere with neighborhood priorities. At the most the NRP should come up with a list of optional headings and describe the citywide goals under each.

Heath thinks citywide goals and policies won't work, for they are too normative and abstract to deal with urgent neighborhood concerns. In addition, they may be in direct conflict with NRP needs. The NRP is not a comprehensive planning process, it is a strategic planning process for the near and mid term. The strategic plan should inform changes in the comprehensive city plan. Citywide goals can't be stated in a clear and useful manner for the neighborhoods. However, if the neighborhood wants to do a traditional plan, they should feel free to do so.

On the other hand, the NRP is not just research and development process. The NRP gives neighborhoods power and capacity. It weighs neighborhood needs more than citywide needs.

Heath thinks the NRP should be less rather than more prescriptive.

In terms of updating plans, they have to be revisited every five to six years or sooner if a neighborhood is undergoing rapid change. An issue is how this connects with capacity building.

The NRP staff should be proactive in managing the workshop process and neutral to plan content. This keeps the NRP staff out of potential turmoil and passes the management process from the NRP staff to the agency staff.

- Participant: Less prescriptive may be theoretically better, however, the NRP is an example of a prescriptive framework. We live in frameworks all the time. It is important to recognize them and the NRP framework. Planning and production needs to be weaved and matched constantly. Results increase participation. Neighborhoods plans are not good for twenty years, twenty months or even two months. They need to be fluid.
- Participant: The issue of agency involvement in the Whittier planning process is interesting.
- Participant: We did not want the plan limited by the realities of agency staff.
- Participant: We do tend to set parameters, but we are professionals with ideas. The Policy Board is looking for more than cooperation from the bureaucrats.
- Participant: Is there a framework for negotiating or is it a learning by doing process?
- Participant: There are as many ways to negotiate as there are people. Our approach is to involve the people who need to buy into the process from the start. It's not a limiting process but an education process.
- Jack W.: NRP is not just plans and responses but working together.
- Participant: If involvement comes early, agencies can act as consultants.
- Participant: Whose role is it to push the boundaries?

- Participant: The expectation of the NRP process is that neighborhoods will find their way into the city's regular budgeting process. The city will assign higher priority to NRP items and they will float to the top.
- Jack W.: It is in everyone's interest to tap into NRP money. The process you describe has not sunk in.
- Participant: The purpose of the NRP is to bring the MCDA closer to the neighborhoods. The entire or two-thirds of the MCDA budget should go into the NRP process.
- Participant: Maybe the process is wrong. There is no commitment from public officials to force agency people to find a way to include the NRP. Things are decided before we get to the governing body level. Governing bodies are the biggest violators of the process. Another concern is that Whittier is now a lobbyist for the Park Board to change the per capita limit for a gym from 50,000 to 20,000. We are not aware of the larger implications of this.
- Participant: There will be cumulative effects from neighborhood plans and this will change the political environment. It is a gardening process. Some things will spin off and no longer be controlled by the neighborhoods.

### **Integration of goals**

Matt Ramadan began the discussion by presenting his views on the issue. Neighborhood organizations are territorial by nature and design. The NRP can help break down these barriers by revealing collective interests and concerns. It can also present models for the neighborhoods to learn from. The NRP will become a cookie cutter process. Neighborhoods will look at what worked and do the same thing.

The NRP should address the organization of neighborhoods with similar structures and concerns. In addition, the NRP should effect the organization of city services and change city services for neighborhoods. An example is street sweeping. The city sweeps streets twice a year, some neighborhoods need sweeping every four months or so.

The NRP can expand the citywide view by encouraging agencies to come up with what they would like to see and share that vision. Currently, neighborhoods identify something and agencies say they can't do it. Agency people have visions and dreams too.

The NRP is trying to go back to the village concept. For this to happen, the city-wide goals need to be relaxed. City goals need to be relevant to neighborhood needs. Integration of goals may be regional.

- Participant: To integrate goals or share experiences, the NRP could invite people who want to get together and discuss how things are going. An alternative is to have another organization convene the meeting. This would prevent everyone from getting stuck in the same place, give attention to patterns and reinforce flows.
- Participant: The operating processes would become more visible.
- Participant: Neighborhoods can act as brokers.
- Participant: I wish the lottery would have worked better. It was no one's fault, but it resulted in the politicization of the NRP. Circumstances are starting to threaten our control of the process.

Where is the county in terms of the NRP?

- Participant: The county is solidly involved. We intend to use existing resources and money.

### **How can the NRP make allocation decisions?**

Jack Whitehurst began the discussion with a clarification of the question. The NRP is a long term process. There is no formula and pressure exists to utilize resources in a flexible way. Transition funds can be useful in getting neighborhood's feet wet. However, the NRP dollars are the last dollars to be

considered in terms of responding to projects and initiatives.

Transition Funds:

1991	7 million
1992	5 million
1993	3 million

Should transition funding be continued beyond 1993?

Participant: The debate on transition funding was intense. The compromise was quite good. The 10 million dollars of transition funds was money already coming in to the program at the planning stage. This "old" money was allocated to transition funds and the "new" money that would come in during the program was allocated to the NRP program.

**The final session**

Seminar participants and representative from selected neighborhoods will be asked the question: From what you have learned to date, what one or two specific suggestions do you have for enhancing or improving the NRP program?

The responses will be grouped into three sections -- seminar insiders, seminar outsiders and all others.

Seminar participant will receive a listing of responses and during the final seminar will decide which to pass on to the NRP staff and policy board and to the McKnight Foundation.

This is an attempt to capture what we have learned and apply it.

## Minutes of the Neighborhood Revitalization Seminar 5/19

Barbara Lukermann opened the seminar with a recap of the series and suggested that the dichotomy between the academic and practitioner perspectives may be false. She then reviewed the goals of the final session: to review suggestions on improving the NRP process and perform a SWOT (strengths, weaknesses, opportunities, strengths) analysis.

### Suggestions

Seminar participants discussed suggestions made by both seminar participants and representatives from selected neighborhoods.

-- **Involve agencies early in the planning process. Not to say what can't be done, but to listen and discover new ways of facilitating neighborhood innovation and cooperation.**

Seminar participants felt this was the better model and focused on a cooperative rather than confrontational relationship. It also brings agencies to see their role as something other than the creator of barriers. Seminar participants felt that NRP resources provided incentives for early involvement. In addition, they recognized that many dedicated bureaucrats are open to change.

Seminar participants felt city council members must be committed to the NRP and resist demanding services for their constituents outside the NRP process.

One seminar participant advocated greater involvement by elected official involvement early in the process. Seminar participants identified allocation of resources as an indication of political commitment. They felt elected officials needed time to change their priorities and buy into the NRP process.

#### -- **Redesign the NRP**

The NRP is not designed in such a way that it will make a lot of difference to agencies. There are huge disincentives to agency participation. These disincentives include the complexity of changing from one to eight-one delivery systems and the complexity of politician's demands in an atmosphere of eighty-one delivery systems. The rewards and punishments work against the NRP.

The intentions of the NRP program are empowered citizens, decentralization, customized services, and choice. However, the NRP is a bureaucratic process. The intentions and the bureaucratic structure conflict with each other.

The combined budget of the five jurisdiction for the city of Minneapolis is approximately 1.6 billion dollars. This means each neighborhood receives approximately twenty million in public services per year. Why not give the neighborhood that money to purchase the mix of services from the source they wish. This is more consistent with NRP intentions. It creates incentives for agency heads to sell their business to the neighborhoods. It involves institutional change for both the agency and neighborhood.

### Discussion

Neighborhoods don't have the institutions to make those decisions. There would need to be an elected organization in the neighborhood.

Is this realistic? Do neighborhoods have the time? Whittier already spends an incredible amount of time under the current NRP system.

This redesign would lend itself better to some services than others. It seems a good idea to look into on a limited basis.

There are economic limitations to the idea.

There would need to be interaction between the neighborhoods. Everyone needs a basic premise to work from.

This redesign is less rational and less efficient. It makes neighborhoods into suburbs. It is also a manipulation of demand that may result in the lack of basic functions and services.

### Discussion on elected officials

The key to elected official support lies in their constituents. Also the momentum of the program increases elected official support. They can't ignore a NRP plan developing in their constituency. Jack has seen the commitment of some elected officials but the NRP is just starting with it's first plan. Now that the NRP has started it can't be turned off or wiped off the slate. People care and expectations have been created.

### Discussion on Whittier

Whittier pushed the boundaries of the NRP and agencies. If they can do Whittier they may be

better off for it. Whittier has put the policy board through basic training.

One participant was skeptical of using Whittier as a prototype neighborhood. It is unrealistic to think all neighborhoods will develop that level of capacity.

The NRP capacity building component is inadequate. The NRP needs more staff to go into neighborhoods not yet ready for the lottery and assist them in building capacity.

**-- Establish a mechanism for setting priorities and addressing cross-neighborhood concerns.**

The NRP is a grand design and lacks a mechanism to fine tune the process. It is an experiment or series of experiments on involving neighborhoods in the delivery of public services. There is a need for opportunities to experiment with different ways of achieving this. The NRP process is flexible but lack a change mechanism.

The NRP is a grand design of ambiguity. It is hard to fine tune ambiguity.

The implementation committees role is to address priorities and cross-neighborhood concerns.

One suggestion for a mechanism is to access citywide strategic planning in order to articulate a vision, values and assure things happen across neighborhoods.

Local governments do not have the equivalent of a State Department, a formal mechanism for communication.

Each neighborhood relates in isolation to agencies and the NRP.

**-- Clarify what the NRP expects of agencies**

Agencies are not empowered to say "yes" to neighborhoods. The negatives are outweighing the positives and department heads are avoiding the NRP (with the possible exception of the Police Department).

Professional imperatives are dominating agency response to the program.

**-- Develop a process to share learning among neighborhoods.**

It is incredibly important to celebrate success and success models.

There is ambivalence in neighborhoods about being brought together. They are wary of agendas.

**Discussion on agency budgets**

In Minneapolis each agency is a free-standing column. Public works, library, parks are insulated. No choice is required between a library and a park, only levels of libraries and parks. This insulates people from hard choices. It's bad government, but results in better services. It also may be less responsive.

**SWOT (Strengths, weakness, opportunities and threats)**

Strengths

- Momentum. The spigot can't be turned off.
- Fast turn around time
- Creative financing mechanism (downtown tax increment) shows extraordinary commitment.
- Collaboration
- Relative guarantee of revenue creates an increased ability to plan.
- Depends on existing agencies for staff
- Planned ambiguity
- Peer pressure among agencies
- Trust and covenants of the NRP process

Weaknesses

- Reactive posture resulting from the fast turn around time
- NRP is not part of the budget process
- Recently understaffed
- Lack of clarity
- Risk of chaos
- Absence of an integrating and timing mechanism
- No stakes in ground hinders the development of trust
- Solutions of a different power than the threats to neighborhood deterioration. Examples: racism, long-term tax policy and income distribution inequality



- Can capacity of neighborhood representatives be built so that they approach the table of discussion as equals?
- NRP process forums do not foster trust

#### Opportunities

- New director
- Multiple players
- NRP is mechanism to improve government services, each plan represents opportunity, NRP is a laboratory for democracy
- NRP buying time until pendulum swings back to cities
- The community building NRP potential
- Cooperative rather than confrontational model being used to shape urban policy

#### Threats

- Micromanagement by Legislature and others
- Being blindsided from multiple fronts
- New director
- NRP seen as invasion of rational systematic budgets, seen as peripheral
- Tension between political and rational ways of allocating resources, ward politics and concept of entitlement threatens NRP
- NRP seen as answer to city revitalization

## S W O T   A N A L Y S I S

During the final session, seminar participants performed a SWOT (strengths, weaknesses, opportunities, and threats) analysis on the NRP program and identified the following insights which they wished to pass on to the NRP staff, the NRP Policy Board and the McKnight Foundation:

### STRENGTHS

- △ **Momentum:** The NRP has created expectations and gained support. If the program stopped, people would object.
- △ **Fast turnaround time for plan review:** The policy board and implementation committee review plans and devise implementation plans quickly. This contributes to the momentum.
- △ **Creative financing mechanism:** The downtown tax increment financing is a strength in that it shows extraordinary commitment to the NRP process.
- △ **Collaboration:** Collaboration between jurisdictions and jurisdiction-neighborhood collaboration strengthen the NRP process through the creation of working relationships, shared resources and cooperative efforts.
- △ **Relative guarantee of revenue:** The tax increment financing structures provides a relative guarantee of revenue that results in an increased ability to plan.
- △ **Depends on existing agencies for staff:** The NRP's small staff requires them to work towards collaboration with agencies for staff support of the NRP program. This increases the likelihood of collaboration and agency ownership of the process.
- △ **Planned ambiguity:** The committee that planned the NRP process intentionally created a grand design and left the details ambiguous. This gives the NRP process flexibility.
- △ **Peer pressure among agencies:** The support of one agency and its negative reaction to other agencies lack of support assists the NRP in gaining jurisdictional collaboration.

### OPPORTUNITIES

- △ **New Director:** The new director provides an opportunity for policy and process changes.
- △ **Multiple players:** The variety of stakeholders, which includes the legislature, appointed officials, elected officials and the public, provides quality input in the process.
- △ **NRP is a mechanism to innovate delivery of government services:** Each plan represents an opportunity and groups of plans represents an even greater opportunity. The NRP is a laboratory for democracy.
- △ **The NRP is buying time:** Support for revitalizing cities is at a low, the NRP process is buying neighborhoods and the City of Minneapolis time until the public support and dollars flow back into the cities.
- △ **The community building potential:** The NRP provides an opportunity to build the capacity of neighborhoods.
- △ **A cooperative rather than confrontational model:** The City is experimenting with a non-traditional way of shaping urban policy.

### WEAKNESSES

- △ **Reactive posture:** This results from the fast turnaround time which does not give the NRP staff, agencies representative, neighborhood representatives and elected officials much time to process the content of the plan.
- △ **The NRP is not part of the budget process:** The NRP is viewed as existing outside the budget process. Instead of NRP ideas percolating up through the budget process, they arrive at agencies from outside and must be added in after the budget has been established.
- △ **Recently understaffed:** The three professional staff of the NRP program must assist the 15 selected neighborhoods with the workshop process, planning, and implementation. In addition, they must assist other neighborhoods in the application process. This large and growing workload of the NRP staff limits them to a reactive posture.
- △ **Lack of clarity, resulting in the risk of chaos:** There are few guidelines as to what a neighborhood plan should look like. In addition, agencies do not know what the NRP expects of them. This lack of clarity threatens to overwhelm the participants.
- △ **Absence of an integrating and timing mechanism:** The NRP program does not contain a mechanism for the integration of neighborhoods plans. Neighborhoods would benefit through shared learning and the identification of common goals. Agencies lack the ability to coordinate responses to the different neighborhood due to the staggered planning time schedule.
- △ **Lack of articulated ground rules and guidelines:** The NRP process requires neighborhoods and agency to test by trial and error in order to find out what are the ground rules. The expectations of the Policy Board and staff are not clearly defined. This hinders the development of trust.
- △ **Solutions are of a different power than the threats to neighborhood deterioration.** Examples of threats in this category include racism, long-term tax policy, income distribution inequality. If expectations of the NRP require the solution of these problems, then the program is set up to fail.
- △ **Inexperienced neighborhood representatives:** The lack of experienced neighborhood representatives may prevent agencies and elected officials from perceiving them as equals. The NRP process creates many neighborhood representatives that have little neighborhood revitalization background or experience. They may lack the ability to influence other more experienced players in the field.
- △ **The joint powers structure with its multiple boards and committees does not foster trust.** Neighborhoods, agencies, elected officials and the NRP staff must form trust-based collaboratives for the NRP process to be successful.

### THREATS

- △ **Micro management and blindsiding from multiple stakeholders:** The Legislative Branch and other stakeholders show a tendency to control the details and budgets of programs. This has the potential of decreasing the flexibility of the NRP program.
- △ **Perception of the NRP as peripheral:** If the NRP is seen as an invasion of rational systematic budgets, agency collaboration and support of the process will be minimal.
- △ **Ward politics and the concept of entitlement:** Tension between political and rational ways of allocating resources threaten the NRP's resource allocation.
- △ **NRP is seen as "the answer" to city revitalization:** This would cut off alternative responses to city revitalization and place tremendous pressure on the NRP. It is unrealistic and sets the NRP up for failure.

# Minneapolis Public Works and NRP

(Comments by R. Kannankutty)

*Public Works are the physical structures and facilities that are developed or acquired by public agencies to house governmental functions and provide water, power, waste disposal, transportation, and similar services to facilitate the achievement of social and economic objectives.<sup>1</sup>*

*NRP is about revitalizing Minneapolis neighborhoods by bringing together neighborhood residents, public agencies, and private interests.<sup>2</sup>*

**It has been the tradition of Minneapolis Public Works to lead the way and appropriately respond as a collaborative partner to such programs as NRP in building or revitalizing Minneapolis.**

**Twenty year Residential Paving Program, Sewer Separation Program, and rejuvenating the physical environment of Down Town Minneapolis, to name a few, clearly demonstrate our commitment to making this City one of the best in the nation.**

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<sup>1</sup>. Donald D. Stone, "Professional Education in Public Works/Environmental Engineering and Administration", American Public Works Association, Chicago, 1974, p.2.

<sup>2</sup>. "The Minneapolis Neighborhood Revitalization Program, Q&A, Answers to some commonly asked questions", City of Minneapolis, 1991.

Yes, we are ready for NRP in 1990's.

So the question to us in Public Works ought to be how we are prepared to respond to strategic plans and priorities at neighborhood level.

We plan to respond to NRP through the existing policies and procedures for the development and execution of our Operating and Capital Programs (*see attached figure*).

Public Works Operating Program Budget has three components.

1. City wide Preventive Maintenance component to protect our infrastructure investment of \$3.4 billion.
2. City wide Basic Services component that guarantees the same level of service to all citizens regardless of which neighborhoods they live in.

3. An Enhanced Basic Services component targeted at certain parts the city in response to special needs and policy direction from the Council and the Mayor.

We see NRP as a focused version of our Enhanced Basic Services Component with a twist.

Until now Public Works was directed to provide enhanced basic services without much grass roots planning and input.

NRP plans to change that approach. There are opportunities and barriers for Public Works.

We see an opportunity to build on our experience and be creative. But the challenge is to accomplish our goal in an era of no "new money" as clearly indicated in the 1993-1997 Direction Framework document.

We clearly understand the expectation of our customers, the citizens.

We realize and accept the concept that existing operating resources may have to be reallocated differently than in the past.

However, this we must do with full recognition that there may be some impacts to preventive and basic services component of the Operating Program Budget.

We must have a mechanism to continually assess and periodically mitigate these impacts while we are focussing on NRP.

This does not exist now but can be done.

We will

1. Educate the neighborhoods the standards of infrastructure and basic services performance that is expected of us.

2. Prioritize various neighborhoods requests in the context of the various program directions enumerated in the 1993-1997 Directions Framework.

Public Works may need some help from various "partners" within city government.

3. Predict to best our ability how much neighborhood plans will cost in time to do planning and budgeting so that policy makers can make informed decisions.
4. Continue to respond to individual requests from elected officials and citizens as has been in the past.
5. Coordinate, as time permits, our efforts with other commissions and boards that are outside the budget process. This we believe is the weakest link in the NRP process.

Traditionally Capital Program Budget has been developed on a city and system wide basis. Opportunities do exist to integrate neighborhood requests with system wide needs.

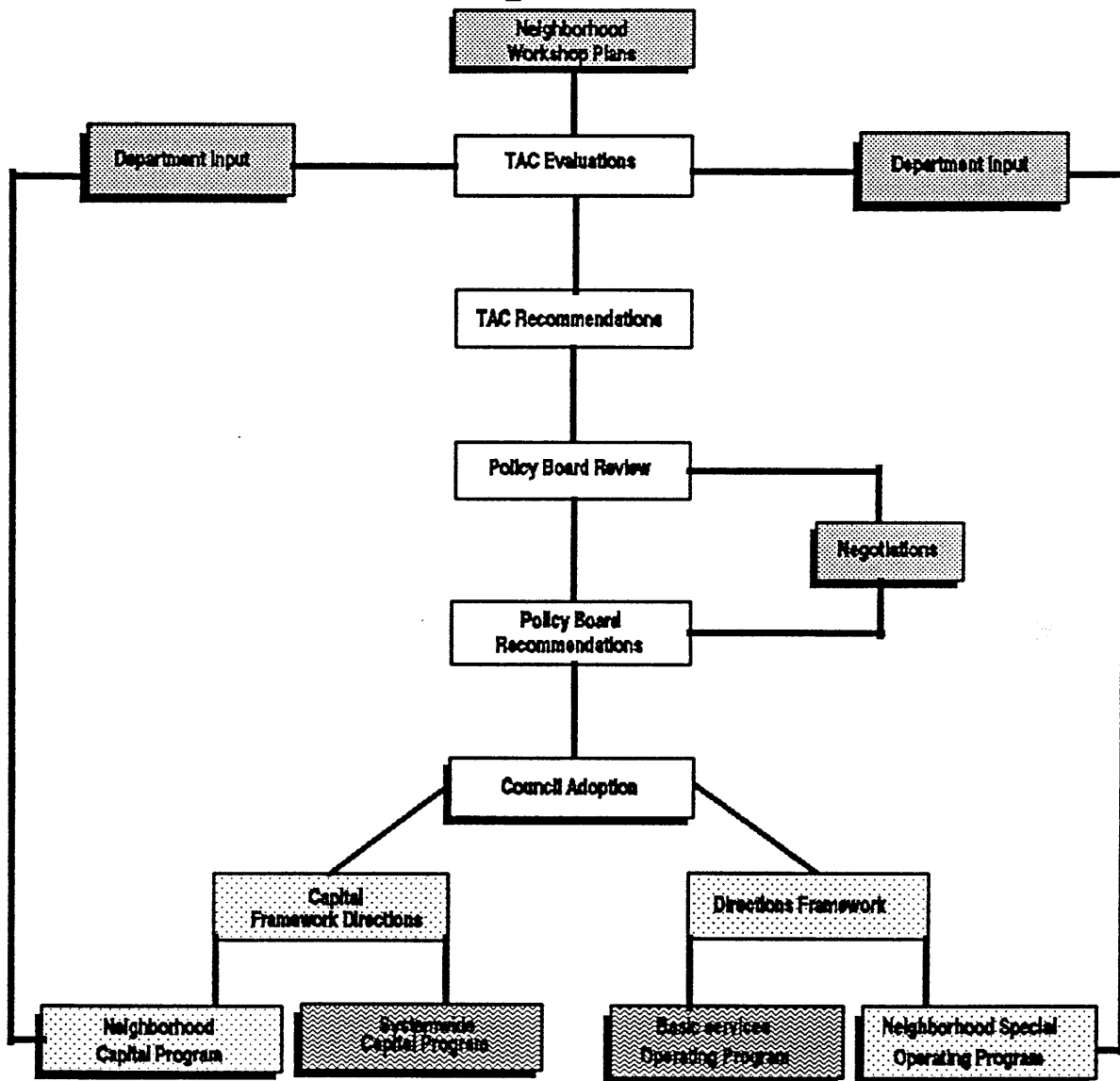
Proposed paving of West 31st Street between Hennepin Avenue and the Parkway in 1993 in the East Calhoun Neighborhood is a good example of this concept.

What we need is enough lead time to plan and develop "options" before deciding.

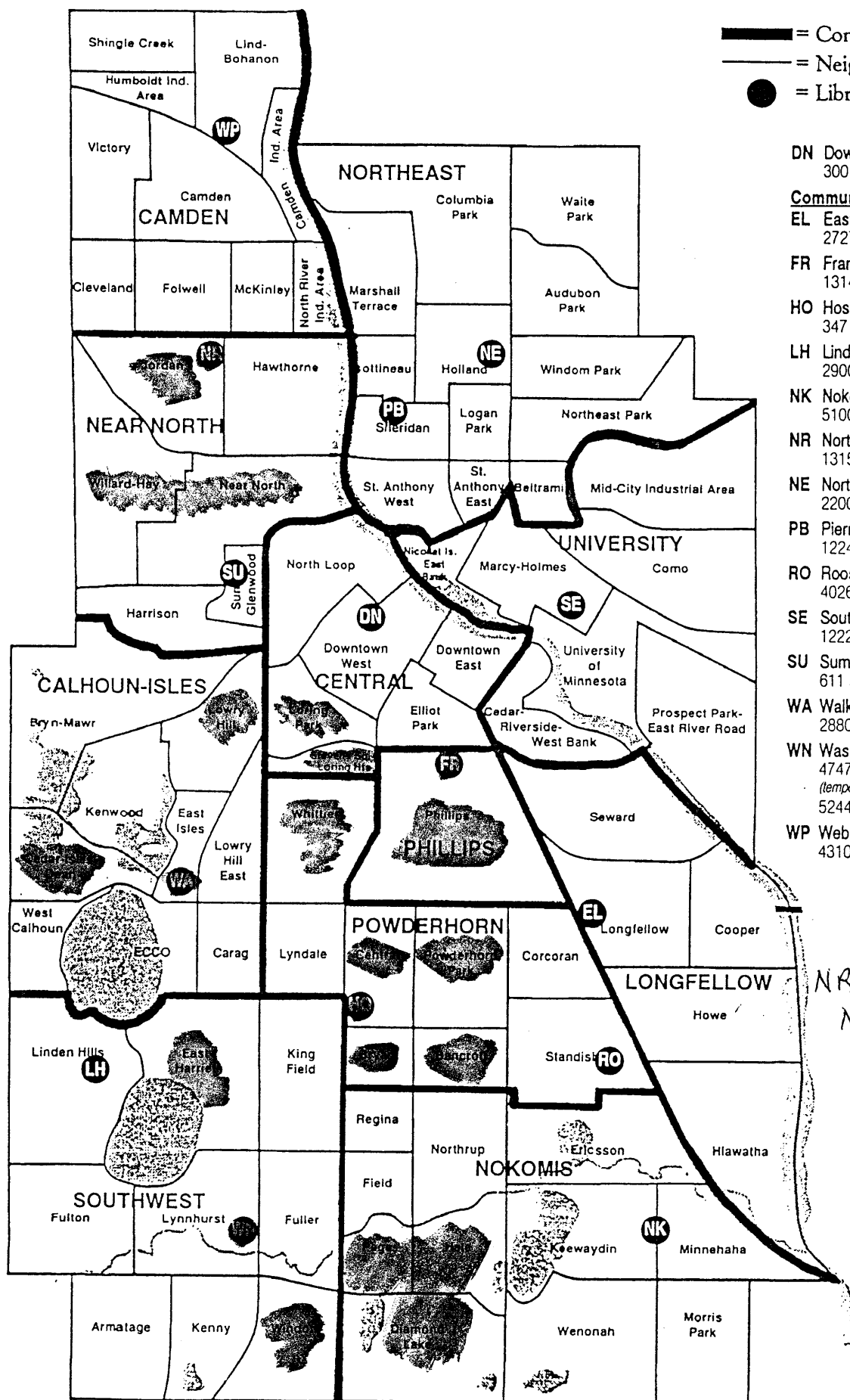
Such neighborhood projects provide opportunities to leverage city funds against other funds.



# NRP Implementation



# Minneapolis Communities, Neighborhoods & Libraries



- = Community Boundary  
 = Neighborhood Boundary  
 = Library

**DN** Downtown (Central Library)  
 300 Nicollet Mall 372-6500

## Community Libraries

**EL** East Lake  
 2727 E. Lake Street 724-4561

**FR** Franklin  
 1314 E. Franklin Av. 874-1667

**HO** Hosmer  
 347 E. 36th Street 824-4848

**LH** Linden Hills  
 2900 W. 43rd Street 922-2600

**NK** Nokomis  
 5100 34th Av. S. 729-5989

**NR** North Regional  
 1315 Lowry Av. N. 522-3333

**NE** Northeast  
 2200 Central Av. N.E. 789-1800

**PB** Pierre Bottineau  
 1224 Second St. N.E. 379-2609

**RO** Roosevelt  
 4026 28th Avenue S. 724-1298

**SE** Southeast  
 1222 S.E. Fourth St. 378-1816

**SU** Sumner  
 611 Emerson Av. N. 374-5642

**WA** Walker  
 2880 Hennepin Av. 823-8688

**WN** Washburn  
 4747 Nicollet Av. 825-4863  
 (temporary location through Fall 1991)  
 5244 Lyndale Av. S. 825-4863

**WP** Webber Park  
 4310 Webber Pkwy. 522-3182

NRP  
 Neighborhoods  
 January 1992

***THE  
NEIGHBORHOOD  
REVITALIZATION PROGRAM***

***~ AN OVERVIEW ~***

For more information, please call the

**Minneapolis Neighborhood Revitalization Program  
105 Fifth Avenue South, Suite 425  
Minneapolis, MN 55401-2585**

**(612) 673-5140**

# Overview Of The Neighborhood Revitalization Program

## *The Concept*

The mission of the Neighborhood Revitalization Program (also known as the Twenty-Year Plan) is to revitalize the City of Minneapolis--to make it a better place to live, work, learn and play--through a decentralized cooperative and coordinated planning and public service delivery process based in each of the City's 81 neighborhoods. This process will give residents (working with public agencies and private interests) more influence than ever before in determining how important issues are addressed and how public services are delivered.

The NRP was founded on the belief that the people who live in a particular neighborhood are the best (although not necessarily the only) judges of the neighborhood's issues, assets and needs.

The NRP is also based on the assessment that the only expandable resource available in the next few decades is not philanthropic or federal, state and local funds, but is our human resource--people individually and people organized where they live. In large measure, the success of the NRP depends on successfully tapping this resource.

Finally, the success of the NRP requires the significant inclusion of the diverse constituents of each of the neighborhoods--not just those who usually get involved.

## *The History*

Background: The Neighborhood Revitalization Program evolved in response to citizen concerns about the increasing threats to the quality of life in the City. A 1986 Minneapolis Planning Department survey revealed, for example, that the proportion of households with plans to leave the City in the next five years had more than doubled (from 7.7 percent in 1979 to 16.9 percent in 1986) and that the three primary concerns of all respondent households were security (62 percent), neighborhood appearance (52 percent) and schools (32 percent).

The 1980's saw a steady decline in many Minneapolis neighborhoods. Now, some neighborhoods suffer from severe blight and social and economic dysfunction; others are slipping away from a state of relative stability; many others are sound but struggle to preserve that soundness. A dramatic new commitment was required.

Housing and Economic Development Task Force: In 1987 the City Council and the Mayor responded by creating a Housing and Economic Development Task Force to make recommendations. Members of this task force overwhelmingly included people involved in physical and economic development (i.e., private developers and representatives of housing and economic development agencies and organizations).

In May, 1988, the Task Force report offered three major conclusions: (a) that Minneapolis neighborhoods were indeed showing signs of physical deterioration and social and economic dysfunction; (b) that the physical revitalization alone could cost over \$3 billion; and (c) that the social and economic problems would not be solved by focussing solely on physical development.

Their primary recommendation was that a Twenty-Year Revitalization Program be established by the City and that all Minneapolis neighborhoods (stable as well as already blighted) be included in the program.

Implementation Advisory Committee: An Implementation Advisory Committee was then appointed to plan for implementing the Task Force's recommendations. This committee, composed of neighborhood representatives and service providers as well as housing and development experts, had as its charge to determine what actions would be necessary to achieve the following vision:

"Minneapolis will be a city of complementary, collaborating, diverse and well-integrated neighborhoods: a city where all citizens, property owners and employees are positively involved and embrace a sense of community.

In Minneapolis each unique neighborhood features adequate, safe and inviting resources in support of families and individuals, including quality schools and recreational facilities, accessible and affordable housing, and adequate transportation and employment."

The Committee outlined intervention strategies designed to maintain those neighborhoods which are presently healthy, stabilize neighborhoods in danger of declining, and revitalize those neighborhoods which have already experienced severe problems.

Important to all the strategies were (a) the absolute centrality of the neighborhood priority-setting and planning process and (b) the need for those agencies responsible for providing public services to find "new ways of doing business."

In May, 1989, the Implementation Advisory Committee submitted its report, detailing the fundamental structure of the Neighborhood Revitalization Program.

Technical Advisory Committee: By October, 1989, a Technical Advisory Committee comprising department heads and key staff of the units of local government serving Minneapolis (the City, the School Board, Hennepin County, and the independent Park Board and Library Board) plus a representative of neighborhood organizations, began meeting to formulate an initial strategy for the Neighborhood Revitalization Program. This group fleshed out two key concepts of the previous two groups:

- o *Neighborhood involvement.* "The Neighborhood Revitalization Program is a long-term commitment to give priority to neighborhood needs and to services specified in neighborhood action plans. Service planning and delivery will be based on neighborhood needs and resources as defined by neighborhood residents. Staff and policy officials of the independent public and private agencies will work with residents to develop these action plans.

"The Neighborhood Revitalization Program will involve a process by which neighborhood residents will identify the most important things they need in their neighborhoods--right now, over the next two-to-five years, and in the long term. These needs may be for services, rehabilitation, development or capital improvements. They may be for neighborhood-based activities, programs and projects from the City, the School Board, the Park Board, the Library Board, Hennepin County, or the United Way, or all of these.

"The needs will be identified in neighborhood planning workshops--residents getting together in a series of meetings, with technical assistance from all participating organizations and other resources that can assist neighborhoods to meet their needs. Every one of the City's 81 neighborhoods will be given the opportunity to hold workshops over the next five or six years to develop action plans."

- o *Interagency cooperation.* "While the 20-Year Program will retain the policy prerogatives of the elected and appointed decision-makers in each agency, it is intended to influence their budget priorities to ensure that the participating organizations will cooperate with each other in responding to identified neighborhood needs. Further, the Neighborhood Revitalization Program is expected to encourage the allocation of existing resources to support the specific program priorities set out by each Minneapolis neighborhood."

Neighborhood Revitalization Program: In 1990 the State Legislature and the City passed the laws and ordinances which established the Neighborhood Revitalization Program and provided for \$20 million each year for 20 years for its efforts. On March 7, 1990, the NRP Policy Board began meeting as an advisory board to the City Council and in October, after a nationwide search, appointed the Director. By January, 1991, he had inaugurated the Program with a festive kickoff event and hired the other staff. The Program began accepting neighborhood applications and on February 15, 1991, the first six neighborhoods (Bryant, East Harriet-Farmstead, Jordan, Phillips, Whittier, and Windom) were selected at a public lottery. The Minneapolis Neighborhood Revitalization Program was underway.

## *The Structure.*

The Neighborhood Revitalization Program is governed by a Policy Board comprising elected officials, elected neighborhood representatives and officials of other community interests. Key administrators serve, with neighborhood representatives, on an Implementation Committee. Day-to-day activities are the responsibility of a full-time Director.

*Policy Board.* The Policy Board is the governing body of the Neighborhood Revitalization Program.

- o Joint Powers Resolution.* The Policy Board functions under provisions of state law which allow the creation of a separate public entity, a joint powers board, upon agreement by two or more local governmental jurisdictions. The Neighborhood Revitalization Program is such a creation of the City, Hennepin County, and the Minneapolis School, Library and Park Boards.
- o Role.* The Policy Board provides overall direction to the Neighborhood Revitalization Program process. The central function of the Policy Board is to review and approve neighborhood action plans and to recommend the plans to the governing bodies represented on the Board. The Policy Board also hires the Director, and ensures and promotes neighborhood participation and interagency cooperation.
- o Membership.* The 20-person Policy Board is composed of three groups:
  - o Public Officials.*

The Mayor and the president of the City Council.

The Chair and three other members of the Hennepin County Board of Commissioners.

The presiding officers of the School Board, Library Board and Park Board.

One each from the Minneapolis House and Senate Legislative Delegations.
  - o Neighborhood Representatives.*

Four neighborhood representatives (and four alternates) are elected at an annual city-wide meeting. Any resident 16 years or older is eligible to vote and to be elected.

o Community Organizations.

The chief executive officer of each of the following groups: United Way of Minneapolis Area, the Greater Minneapolis Chamber of Commerce, the Minneapolis Urban Coalition, the Minneapolis Foundation and the Central Labor Union.

Implementation Committee. An Implementation Committee is primarily responsible for providing direct assistance to the Director and the Policy Board.

- o *Role.* The key role of the Implementation Committee is to refine, schedule and integrate individual Neighborhood Action Plans into a multi-year, cohesive, coordinated service package for each of the participating jurisdictions. The process will involve both plan refinement with the neighborhoods and integration of plan elements with program and project scheduling in the separate governments. The integrated package is first presented to the Policy Board for review and approval.

In addition, through their respective staff, Implementation Committee members are responsible for providing technical assistance to the neighborhoods for their planning Workshops.

- o *Membership.* The Implementation Committee consists of department heads and key staff from the participating jurisdictions plus four neighborhood representatives (elected at the annual city-wide meeting).

NRP Director and Staff

The Director is selected by and responsible to the Policy Board.

- o *Responsibilities.* The Director is responsible for overseeing the neighborhood planning Workshops, coordinating the activities of the Implementation Committee, assisting with monitoring implementation of the Neighborhood Action Plans, maintaining the support of the participating jurisdictions, coordinating public relations, conducting program evaluations and carrying out additional Policy Board directions.

The Director selects necessary additional staff. Some staff may be borrowed from the participating jurisdictions or hired on a temporary basis.



## *The Money.*

\$20 million Per Year. The City has dedicated \$20 million per year, for 20 years, to this Neighborhood Revitalization Program. By actions of the State legislature and the City, tax increment bonds (TIF) were restructured. These funds, plus other tax increment and development account revenues from earlier commercial and downtown development, make up the \$400 million to be invested by the NRP in Minneapolis residential areas.

Two additional important facts about the NRP money are (a) none of the \$20 million per year comes out of general tax revenues or operating funds of the City or the other governmental units and (b) the \$20 million accruing each year will be applied where and when it is needed over the 20 years, not necessarily during that specific fiscal year or according to predefined formulas.

The NRP's \$400 million is an important resource. It is to be managed by the NRP Policy Board as one source of funds to implement the Neighborhood Action Plans. Remembering the estimate that neighborhood physical revitalization alone could cost over \$3 billion, meeting neighborhood needs will require much more than these NRP resources. The NRP cannot accomplish its goals by simply allocating its money.

Allocation Strategy. The NRP has the following resource allocation strategy:

- (a) In the Neighborhood Action Plans, identify the neighborhood's own human resources and other assets that can be used to implement those Plans, thereby decreasing dependence upon public funding.
- (b) Increase inter-governmental collaboration to get more benefit per dollar of public expenditure in the neighborhoods.
- (c) To the extent possible, redirect the existing budgets of the five jurisdictions to fund Neighborhood Action Plans.
- (d) Use the NRP \$20 million as "last dollars."

After all other possible resources have been exhausted, the NRP dollars can be allocated to fill funding gaps remaining in Neighborhood Action Plans. Highest priority will be given to uses where the NRP investment leverages additional resources.

Legal Mandates. The major legal restrictions on the use of the NRP funds are:

- (a) Each year, seven and one-half percent of the refinanced tax increment funds (the Program Funds) is distributed to Hennepin County (for property tax reduction) and seven and one-half percent to the Minneapolis Schools (for reduction in state school aid);
- (b) Each year, seven and one-half percent of the Program Funds will be distributed to Hennepin County for implementation of the social services components of Neighborhood Action Plans and seven and one-half percent to the schools for the additional educational services components of the Neighborhood Action Plans;
- (c) Two-hundred thousand dollars each year is dedicated for use by the Minneapolis Youth Coordinating Board in implementing some of the youth components of the Neighborhood Action Plans; and
- (d) A little over half of the NRP Funds must be used for "housing programs and related purposes."

Transition Funds. The Policy Board recognized that there will be a lag between the NRP's beginning in January, 1991, and the implementation of the first Neighborhood Action Plans. Therefore, for the first three years, some of the NRP money was earmarked to meet immediate needs in neighborhoods not selected for participation in the NRP process.

These "Transition Funds" provide \$7 million in 1991, \$5 million in 1992, and \$3 million in 1993 for direct allocation by the NRP to proposed neighborhood-based projects which best meet the criteria adopted by the NRP Policy Board. These criteria ensure that Transition Funds are being used to advance the NRP core principles.

A "New Way of Doing Business". The promise of the NRP, then, lies not in the limited funds that it can distribute but rather in its offering hope and leverage for a "new way of doing business"--a way that mobilizes neighborhood creativity and energy as resources, that enables delivering public services according to neighborhood-defined priorities, that encourages cost-effective cooperation among independent governments, and that leverages additional public and private investment in neighborhood livability.

## ***The Process.***

A neighborhood organizing and planning Workshop process, tailored to the uniqueness of each neighborhood, is central to the Neighborhood Revitalization Program. The neighborhood's role in this process has four phases: (a) organizing its residents and the their planning activities, (b) conducting that process, called a "Workshop," which results in a Neighborhood Action Plan, (c) monitoring their Action Plan's execution, including negotiating with the Implementation Committee, and (d) participating in realization of its own Action Plan goals.

When a Neighborhood Action Plan is completed, (a) the Implementation Committee transforms that Action Plan into a Package of specific activities, expenditures and timetables, (b) the NRP Policy Board and the boards of the participating jurisdictions review and comment on the Action Plan/Package, and (c) the Policy Board approves the refined Plan/Package, forwarding it to the separate jurisdictions for their adoption of the Plan/Package segments which are then theirs to execute.

### **1. Neighborhood applies to the Program.**

An existing neighborhood organization, or a new one formed for this purpose, applies on behalf of the neighborhood to organize for and conduct its Workshop.

The application consists of a brief essay that indicates neighborhood readiness. First, the application must identify the neighborhood's "type"--

- o **Redirection** - "Redirection" neighborhoods are those that experience social, physical, and economic problems.
- o **Revitalization** - "Revitalization" neighborhoods are fundamentally sound, but they are beginning to experience, on a smaller scale, some of the same problems that are being experienced by Redirection neighborhoods.
- o **Protection** - "Protection" neighborhoods are stable neighborhoods that are experiencing very few of the problems of Redirection and Revitalization neighborhoods.

Next, the application identifies all significant neighborhood elements and interests (e.g., homeowners, renters, businesses, churches and other institutions, communities of color, single parent families, senior citizens) that need to be involved in the community organizing and Workshop process.

Finally, the application must outline an organizing strategy that would ensure the participation of all identified neighborhood elements and interests.

Neighborhoods may submit a joint application. Only in a special circumstance, however, are more than three neighborhoods allowed to participate jointly.

The designation of neighborhood "type" is significant only for the selection process, which ensures that a balanced number of Redirection, Revitalization and Protection neighborhoods are brought into the NRP at the same time. After selection, the process is exactly the same for all neighborhoods.

**2. Neighborhood is selected to conduct its planning Workshop.**

The NRP can accommodate only 12 to 15 neighborhoods at any one time. Therefore the order of neighborhood participation is determined by a lottery which selects at least one neighborhood from each of the three neighborhood "types" whenever new neighborhoods can enter the Program.

**3. Neighborhood drafts a Participation Agreement.**

Once a neighborhood is selected, residents and NRP staff work out an agreement that describes how the neighborhood plans to organize its Workshop process to produce its Action Plan and the budget for that process. This agreement must outline provisions for special efforts to reach residents who have not usually been active in the neighborhood's organizations, to ensure that the planning process involves everyone.

**4. Policy Board approves Participation Agreement.**

The NRP Policy Board approves the Participation Agreement and allocates modest funding for the neighborhood's pre-Workshop and Workshop efforts, which may be approached as a unified process or in two distinct stages.

**5. Neighborhood organization organizes the neighborhood.**

The absolute foundation of the NRP is getting all constituencies in the neighborhood involved in the Workshop. Following the organizing blueprint laid out in its Participation Agreement, the neighborhood conducts meetings, surveys, and other activities designed to ensure (a) participation by all elements of that community in their Workshop, and (b) incorporation of all perspectives into identifying the neighborhood's opportunities and challenges.

**6. Neighborhood holds its Workshop and develops its Action Plan.**

In its Workshop process, the neighborhood first develops an overall vision for its future, then identifies strategies which can be employed over the next 3-5 years to move toward that future, based on assessment of the neighborhood's unique opportunities and challenges. The strategies in the Action Plan will incorporate the neighborhood's own assets and resources which can be employed, as well as support and services to be provided by the participating jurisdictions. Baseline information and technical assistance is provided for the planning process by staffs from the NRP and the participating jurisdictions. Neighborhoods may have to prioritize their strategies and work cooperatively with public officials on how to fashion the "new ways of doing business" which make these strategies feasible.

**7. Implementation Committee refines the Action Plan into a Package which can be adopted by participating jurisdictions.**

The Implementation Committee works with each neighborhood to refine its Action Plan into a multi-year, coordinated public service delivery package. It is responsible for integrating Action Plan requests with program and project scheduling in City and County offices as well as in schools, parks, and libraries. Although

**8. Neighborhood submits its Action Plan for Policy Board approval.**

The integrated Plan/Package is presented to the Policy Board for approval. First, the Policy Board affirms the neighborhood's planning process as having conformed to their Participation Agreement, particularly with regard to including all perspectives in the neighborhood. After it has circulated the Plan/Package to the policy bodies of the participating jurisdictions for their review and comment, the Policy Board approves the entire Plan/Package.

9. Participating Jurisdictions approve and implement elements of the Plan.

The Policy Board forwards the approved Plan/Package to the participating jurisdictions, whose policymakers approve the elements that are their responsibility for implementation.

10. Implementation of the Action Plan begins.

The Neighborhood Revitalization Program continues to monitor implementation of each Action Plan. When all 81 neighborhoods have completed their Action Plans, which should be within five to six years, the Plans may need to be revisited and extended further into the future.

## **SUGGESTIONS FOR ENHANCING OR IMPROVING THE NRP PROGRAM**

Submitted for 5-19-92 HHH/NRP Seminar

### **FROM A NEIGHBORHOOD REPRESENTATIVE ON THE IMPLEMENTATION COMMITTEE:**

- Having met with many NRP neighborhood committees it quickly became apparent that they are quite familiar with the process, but have little grasp of what expectations they should invest themselves in. Those that have been at it for a while (in the workshop stages) need desperately to be part of the 'dialogue' about what it will amount to. I believe the role of the NRP Neighborhood Representative [on the Policy Board or Implementation Committee] should be to provide the communication link between neighborhoods and government so that we don't lose sight of the dilemmas that confront us or the successes that we achieve through the process. Because of the great amount of energy expended in the neighborhoods through volunteerism and personal commitment there must be some indication that their ideas are valued and that their concerns are addressed. Equally as important, the neighborhoods must understand the demands on government staff and elected officials. The NRP Neighborhood Representatives should help to facilitate these dialogues. One way of doing this is for the NRP Neighborhood Representatives to work with the NRP staff in their outreach to the neighborhoods.

### **FROM REPRESENTATIVES OF SELECTED NEIGHBORHOODS:**

- 1) It would be helpful if a larger portion of participation agreement funds (ideally all, but at least half) could be made available in the form of an advance to the neighborhood, rather than having most of it come on a reimbursement basis.
- 2) Each neighborhood should have an opportunity to submit an early draft of the neighborhood action plan to the Policy Board and Implementation Committee to get their preliminary feedback. This would allow the neighborhood to take such feedback into account when making final revisions and establishing priorities among the plan objectives. The Policy Board and Implementation Committee would ultimately get a more refined product, the neighborhood would get some useful early feedback, and this additional step would not have to add a great deal of time to the workshop process.
- A significant weakness that needs to be addressed is: "What can NRP do for neighborhoods to encourage involvement in a seemingly long process?" A possible solution is to: Fund some community determined interim projects that give a sense of "little successes." These successes can be the signature of the NRP at work.

Since selected neighborhoods are not eligible for transitional funding, they are in the unenviable position of "being teased" about what is possible, but being far from some very obvious immediate steps that suggest themselves even in the pre-workshop process.

In neighborhoods that have high concentrations of rentals, lack of some immediate results are even more discouraging because renters are not likely to plan a neighborhood for someone who might follow them.

The NRP must reward literally thousands of human hours devoted to the pre-workshop agreement stage of a neighborhood.

We intend to soon present a request for some preliminary improvements that have been passed unanimously in the various sectors and have been approved by the NRP Coordinating Committee as well as the full board of directors of the neighborhood organization while we are in the pre-workshop phase.

If this concept appeals to you, you may wish to set aside a portion of each year's allotment for this purpose.

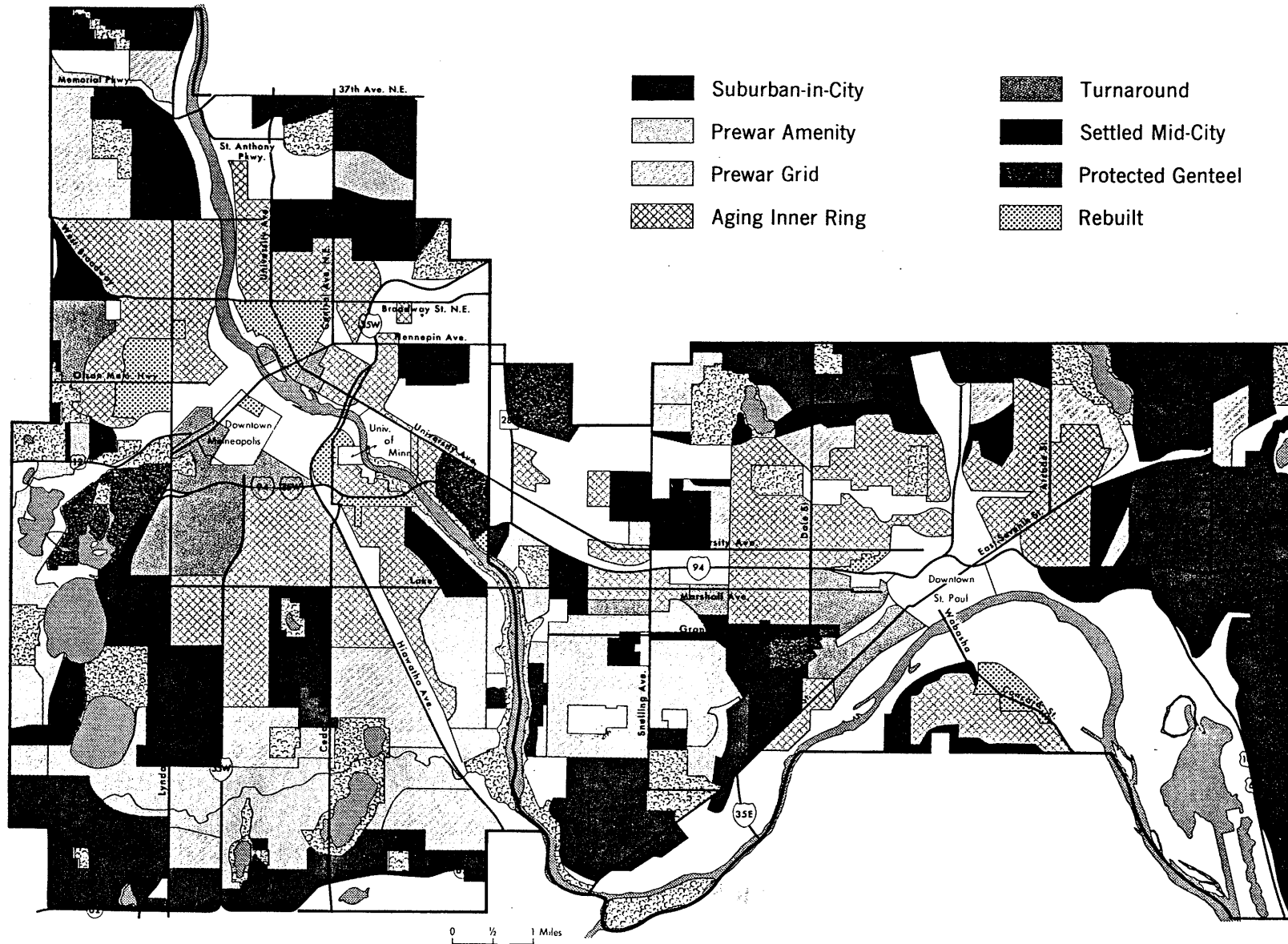
- The vast majority of residents are interested in participating in the NRP effort to improve their neighborhood; however, a more intense effort is needed to get residents to attend meetings. Suggestions: 1) design a logo for NRP identification; and, 2) make a budgetary line item available for needed services such as babysitting, meeting attendance, transportation and food.
- 1) The Neighborhood Representatives [on the Policy Board or Implementation Committee] need to do a better job of staying in touch with the neighborhoods they represent. Of the 16 representatives on both bodies, only one (1) has contacted our organization to express interest in our NRP efforts. At least a simple phone call would be nice. We've contacted one representative on the Policy Board twice, but have yet to get even a return phone call.  
  
2) When representatives of our neighborhood came to the Policy Board to present our proposed participation agreement, many of the Policy Board members (especially elected officials) left before our agreement came up on the agenda. More respect should be shown for the volunteer time invested by neighborhood residents in shaping and carrying out their NRP planning efforts.

**FROM AN NRP NEIGHBORHOOD PLANNER FROM THE PLANNING DEPARTMENT:**

- 1) Any staff, whether NRP organizer, existing neighborhood staff, or assigned city staff needs to participate in a training session on how to run a meeting, facilitate discussion, etc.  
  
2) I see a continued need to keep explaining how the program works -- The Primer helps and should be circulated at every kick-off meeting. Perhaps before a neighborhood has a kick-off meeting, NRP staff should meet with the neighborhood's organizers and staff to make sure everyone has the same understanding.



# THE PATTERNS OF RESIDENTIAL DEVELOPMENT



*Map 1: Twin Cities Zones of Residential Development.* There are eight residential zones within the Twin Cities. These zones have resulted from the interplay of population dispersal, economic activities, transportation, topography, and architectural style.

**NRP**

# Strategies, Responsibilities and Resources Matrix

## Whittier Neighborhood Action Plan

The enclosed matrix is designed to help identify the departments, organizations, tasks, timetables, and resources that would be involved in carrying out the various goals and objectives presented in the Whittier Neighborhood Action Plan. Before completing the matrix for a particular plan objective, you should consider the following:

**STRATEGIES**

- 1) The strategies and tasks you describe for a particular plan objective may be revised from those described in the Whittier Neighborhood Action Plan, but any revision should be based on discussions you've had with representatives from the Whittier neighborhood.
- 2) A plan objective may have one, or more than one, strategy and one, or more than one, task. Use as many strategy and/or task boxes or matrix sheets as necessary to address the plan objective pertinent to your department or organization.
- 3) The initial task(s) required for a particular objective may be more along the lines of structuring and carrying out further discussion about how to address the need or opportunity identified in the objective -- rather than identifying the people and resources involved in carrying out a program or project. In either case, however, you should be able to delineate the task(s), the responsible participants and the appropriate timetables to further or bring closure to that objective.

**RESPONSIBILITIES**

- 1) Under "NEIGHBORHOOD," "PUBLIC" or "OTHER," please identify, to the extent possible, the organizations, agencies or departments that would have some responsibility for carrying out the delineated task(s).
- 2) Under the years indicated, please identify, to the extent possible, when the task(s) will be undertaken - i.e. "all year," "1st quarter," "months 7-12," etc.

**RESOURCES**

- 1) The "RESOURCES" section of this matrix is set up to identify all funds available or proposed to carry out the identified task(s) -- except the NRP Program Funds (a.k.a. "the \$20 million"). NRP funds allocated for the plan will be considered separately -- as "last dollars" -- after all other resource avenues have been explored.
- 2) Under "GAP," please indicate the resources gap that remains after you've subtracted the available or proposed funds from the total amount of funds needed to carry out the proposed task(s).
- 3) Keep in mind that, under the current budget processes of the jurisdictions, the identified year may mean the following:
  - 1992 - a reallocation of existing resources
  - 1993 - a reallocation of existing resources, a reallocation of new resources under consideration in the budget process, or a modification to the budget process
  - 1994 and beyond - a reallocation of existing resources, a modification to other planned requests, or a commitment to request new resources through the budget process
- 4) Please identify, to the extent possible, where any needed resources (funds) will come from, the amount of such funds, and what "type" of funds they are -- designate "type" by coding each amount with the following initials:
  - ongoing/operating - (O)
  - capital - (C)
  - seed money - (S)

**PLEASE USE THE BLANK PAGE ON THE BACK TO RECORD ANY FOOTNOTES, COMMENTS OR ADDITIONAL INFORMATION RELEVANT TO THE DATA PRESENTED IN THE MATRIX (e.g. - NON-FINANCIAL RESOURCES THAT MAY BE UTILIZED TO CARRY OUT THE STRATEGIES AND/OR TASKS)**

NRP

Strategies, Responsibilities and Resources Matrix

Whittier Neighborhood Action Plan

goal:

objective:

date completed

STRATEGIES		RESPONSIBILITIES					RESOURCES				
TASKS			1992 (months)	1993 (months)	1994 (months)	1995 + (months)		1992 (amt/type)	1993 (amt/type)	1994 (amt/type)	1995 + (amt/type)
STRATEGY:	TASK A:	NEIGHBORHOOD:					NEIGHBORHOOD:				
							PUBLIC (non-NRP):				
		PUBLIC:									
							OTHER:				
		OTHER:									
							GAP:				
	TASK B:	NEIGHBORHOOD:					NEIGHBORHOOD:				
							PUBLIC (non-NRP):				
		PUBLIC:									
							OTHER:				
		OTHER:									
							GAP:				
	TASK C:	NEIGHBORHOOD:					NEIGHBORHOOD:				
							PUBLIC (non-NRP):				
		PUBLIC:									
							OTHER:				
		OTHER:									
							GAP:				

## **SUGGESTIONS FOR ENHANCING OR IMPROVING THE NRP PROGRAM**

Submitted for 5-19-92 HHH/NRP Seminar

### **FROM A NEIGHBORHOOD REPRESENTATIVE ON THE IMPLEMENTATION COMMITTEE:**

- Having met with many NRP neighborhood committees it quickly became apparent that they are quite familiar with the process, but have little grasp of what expectations they should invest themselves in. Those that have been at it for a while (in the workshop stages) need desperately to be part of the 'dialogue' about what it will amount to. I believe the role of the NRP Neighborhood Representative [on the Policy Board or Implementation Committee] should be to provide the communication link between neighborhoods and government so that we don't lose sight of the dilemmas that confront us or the successes that we achieve through the process. Because of the great amount of energy expended in the neighborhoods through volunteerism and personal commitment there must be some indication that their ideas are valued and that their concerns are addressed. Equally as important, the neighborhoods must understand the demands on government staff and elected officials. The NRP Neighborhood Representatives should help to facilitate these dialogues. One way of doing this is for the NRP Neighborhood Representatives to work with the NRP staff in their outreach to the neighborhoods.

### **FROM REPRESENTATIVES OF SELECTED NEIGHBORHOODS:**

- 1) It would be helpful if a larger portion of participation agreement funds (ideally all, but at least half) could be made available in the form of an advance to the neighborhood, rather than having most of it come on a reimbursement basis.
- 2) Each neighborhood should have an opportunity to submit an early draft of the neighborhood action plan to the Policy Board and Implementation Committee to get their preliminary feedback. This would allow the neighborhood to take such feedback into account when making final revisions and establishing priorities among the plan objectives. The Policy Board and Implementation Committee would ultimately get a more refined product, the neighborhood would get some useful early feedback, and this additional step would not have to add a great deal of time to the workshop process.
- A significant weakness that needs to be addressed is: "What can NRP do for neighborhoods to encourage involvement in a seemingly long process?" A possible solution is to: Fund some community determined interim projects that give a sense of "little successes." These successes can be the signature of the NRP at work.

Since selected neighborhoods are not eligible for transitional funding, they are in the unenviable position of "being teased" about what is possible, but being far from some very obvious immediate steps that suggest themselves even in the pre-workshop process.

In neighborhoods that have high concentrations of rentals, lack of some immediate results are even more discouraging because renters are not likely to plan a neighborhood for someone who might follow them.

The NRP must reward literally thousands of human hours devoted to the pre-workshop agreement stage of a neighborhood.

We intend to soon present a request for some preliminary improvements that have been passed unanimously in the various sectors and have been approved by the NRP Coordinating Committee as well as the full board of directors of the neighborhood organization while we are in the pre-workshop phase.

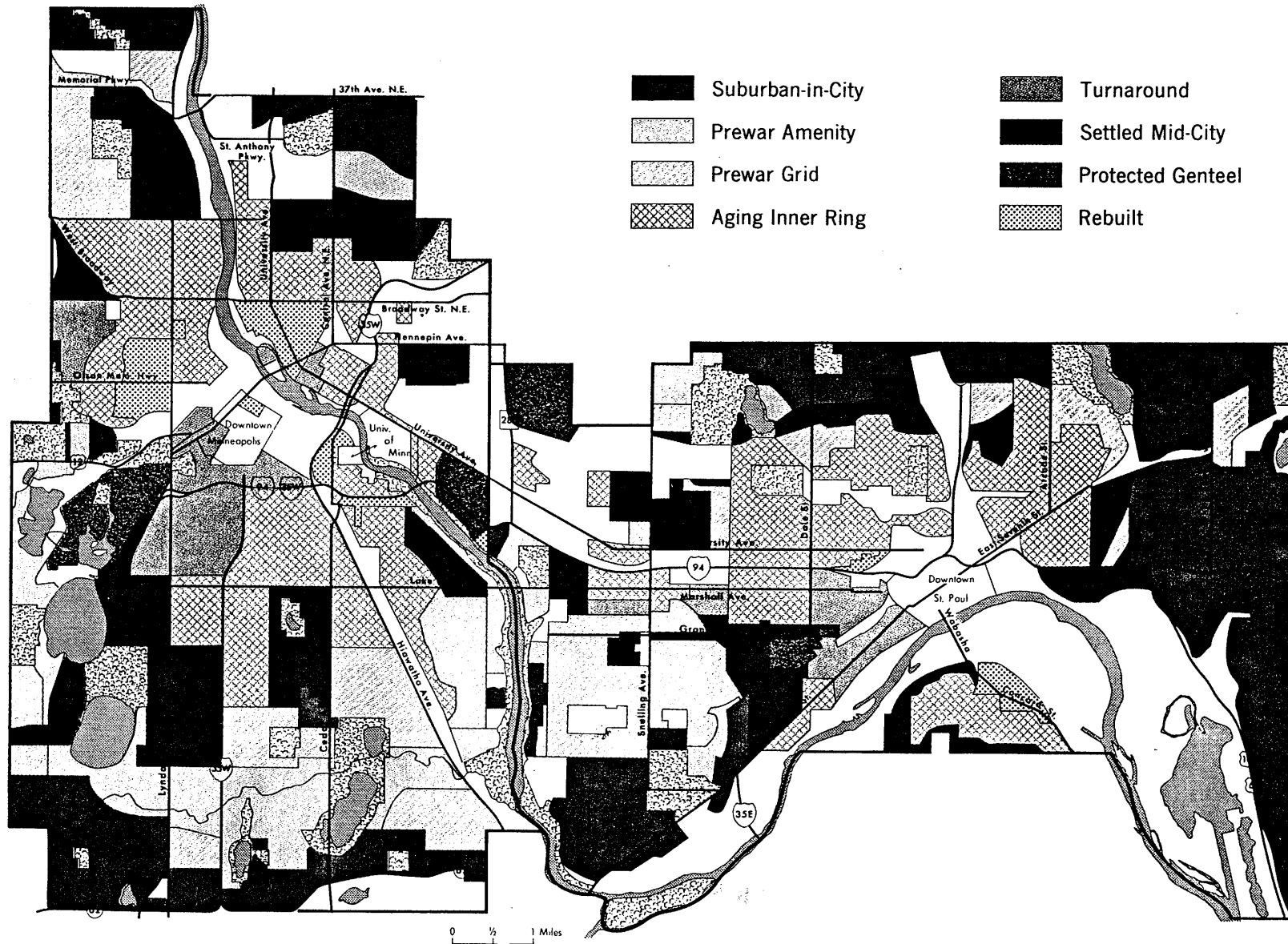
If this concept appeals to you, you may wish to set aside a portion of each year's allotment for this purpose.

- The vast majority of residents are interested in participating in the NRP effort to improve their neighborhood; however, a more intense effort is needed to get residents to attend meetings. Suggestions: 1) design a logo for NRP identification; and, 2) make a budgetary line item available for needed services such as babysitting, meeting attendance, transportation and food.
- 1) The Neighborhood Representatives [on the Policy Board or Implementation Committee] need to do a better job of staying in touch with the neighborhoods they represent. Of the 16 representatives on both bodies, only one (1) has contacted our organization to express interest in our NRP efforts. At least a simple phone call would be nice. We've contacted one representative on the Policy Board twice, but have yet to get even a return phone call.  
  
2) When representatives of our neighborhood came to the Policy Board to present our proposed participation agreement, many of the Policy Board members (especially elected officials) left before our agreement came up on the agenda. More respect should be shown for the volunteer time invested by neighborhood residents in shaping and carrying out their NRP planning efforts.

**FROM AN NRP NEIGHBORHOOD PLANNER FROM THE PLANNING DEPARTMENT:**

- 1) Any staff, whether NRP organizer, existing neighborhood staff, or assigned city staff needs to participate in a training session on how to run a meeting, facilitate discussion, etc.  
  
2) I see a continued need to keep explaining how the program works -- The Primer helps and should be circulated at every kick-off meeting. Perhaps before a neighborhood has a kick-off meeting, NRP staff should meet with the neighborhood's organizers and staff to make sure everyone has the same understanding.

# THE PATTERNS OF RESIDENTIAL DEVELOPMENT



Map 1: Twin Cities Zones of Residential Development. There are eight residential zones within the Twin Cities. These zones have resulted from the interplay of population dispersal, economic activities, transportation, topography, and architectural style.